

SAN ANTONIO BRAC 2005 GROWTH MANAGEMENT PLAN

TASK 1 REPORT

ANALYSIS OF BRAC COMMUNITY AND ECONOMIC IMPACTS

**PREPARED FOR
THE CITY OF SAN ANTONIO
OFFICE OF MILITARY AFFAIRS**

**BY
THE DiLUZIO GROUP, LLC
SAN ANTONIO, TX**

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SAN ANTONIO BRAC 2005 GROWTH MANAGEMENT PLAN

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Acronyms

ACA	Army Contracting Administration	OMA	Office of Military Affairs (City of San Antonio)
ACCD	Alamo Community College District	PGA	Professional Golf Association
ACP	Access Control Point	PRD	Planning, Reporting and Deployment
ACTN	Antioch Community Transformation Network	PRDC	Planning, Reporting and Deployment Conference
AEC	Army Environmental Center	PTAC	Procurement Technical Assistance Center
AFLO	Army Family Liaison Office	PTSD	Post Traumatic Stress Disorder
AHISD	Alamo Heights Independent School District	QOL	Quality-of-Life
AGC	Associated General Contractors	R & D	Research and Development
BAMC	Brooke Army Medical Center	RIO-1	River Improvement Overlay District 1
BRAC	Base Realignment and Closure	SAIO	San Antonio Integration Office
CBP	Community Based Policing	SAISD	San Antonio Independent School District
COSA	City of San Antonio	SAMMC	San Antonio Military Medical Center
CPS	City Public Service	SAMMC - N	San Antonio Military Medical Center – North
CHIEF	Continual Health-Care Improvement/Evaluation Forum	SAMMC - S	San Antonio Military Medical Center – South
DoD	Department of Defense	SAWS	San Antonio Water System
EET	Empowered Excellence Team	SAPD	San Antonio Police Department
F&MWRC	Family Morale, Welfare and Recreation Command	SBDC	Small Business Development Center
FMV	Fair Market Value	SCI	Significant, Comprehensive Intervention
FSHISD	Fort Sam Houston Independent School District	SCEIP	Significant Comprehensive Education Intervention Program
GMP	Growth Management Plan	SCIP	Significant Comprehensive Intervention Program
GSA	General Services Administration	SCIPP	Significant Comprehensive Intervention Program Plan
GSAHC	Greater San Antonio Hospital Council	SCPSIP	Significant Comprehensive Public Safety Intervention Program
HCE-PRD	Health Care Education Planning, Reporting and Deployment	SMSA	Standard Metropolitan Statistical Area
HUB Zone	Historically Underutilized Business Zone	SPC	St Philip's College
IMCOM	Installation Management Command	TFTC	Transferable Federal Tax Credits
IH	Interstate Highway	TIPS	Teaching/Learning Improvement Projects or Strategies
ISD	Independent School District	TIRZ	Tax Increment Reinvestment Zone
JISD	Judson Independent School District	TXDoT	Texas Dept. of Transportation
JPMO	Joint Program Management Office	USACE	US Army Corps of Engineers
MCPD	Military-Community Police Partnership	UTSA	University of Texas at San Antonio
METC	Medical Education Training Campus	VA	Veterans Administration
MEDCOM	Army Medical Command	VMT	Vehicle Miles Traveled
MIG	Metal Inert Gas (a form of welding)	WHMC	Wilford Hall Medical Center
MTTF	Military Transformation Task Force	WSA	Workforce Solutions-Alamo
MLS	Multiple Listing Service	470 MI BDE	470 th Military Intelligence Brigade
NCAA	National College Athletic Association		
NEISD	North East Independent School District		
NETCOM	U.S. Army Network Technology Command		
OEA	U. S. Department of Defense, Office of Economic Adjustment		

SAN ANTONIO BRAC 2005 GROWTH MANAGEMENT PLAN

TASK 1: BRAC COMMUNITY AND ECONOMIC IMPACTS ANALYSIS

1.0 INTRODUCTION

The Growth Management Planning process has included eight mandatory tasks, shown in Figure 1-1. This report responds to Task 1. Task Reports will be included as appendices to the overall Growth Management Plan produced in accordance with Task 8.

The Growth Management Plan study area includes neighborhoods proximate to Fort Sam Houston, as shown in Figure 1-2. Some tasking in the GMP relates areas such as Wilford Hall on Lackland Air Force Base or the Burn Unit at the Walter Reed Army Medical Center in Washington D. C. The report thus contains a blend of discussions about: (1)

The Standard Metropolitan Statistical Area; (2) The City of San Antonio; (3) Bexar County; (3) Other larger or smaller geographic areas that may be impacted by the BRAC program as it is presently being implemented. An effort has been made to include consideration of larger potential impact areas and then focus on impacts nearer Fort Sam Houston as appropriate.

1.1 ABOUT TASK 1

The Growth Management Plan evaluates community impacts that could occur as a result of Fort Sam Houston BRAC actions. The results of the evaluation have then been used to develop strategies for mitigating potential BRAC issues and for capitalizing on economic development and neighborhood revitalization opportunities.

Figure 1-1: Growth Management Plan Tasks

Task 1: BRAC Community and Economic Impacts Analysis

Task 2: San Antonio Military Medical Center Public Transportation

Task 3: Fort Sam Houston Off-Post and On-Post Transportation Infrastructure

Task 4: Fort Sam Houston Commercial Revitalization and Reuse of Army Surplus Property

Task 5: Fort Sam Houston Sustainable Neighborhood Revitalization and Redevelopment Planning

Task 6a: Redistribution of Healthcare as a Result of Realignment of Wilford Hall Medical Center (WHMC)

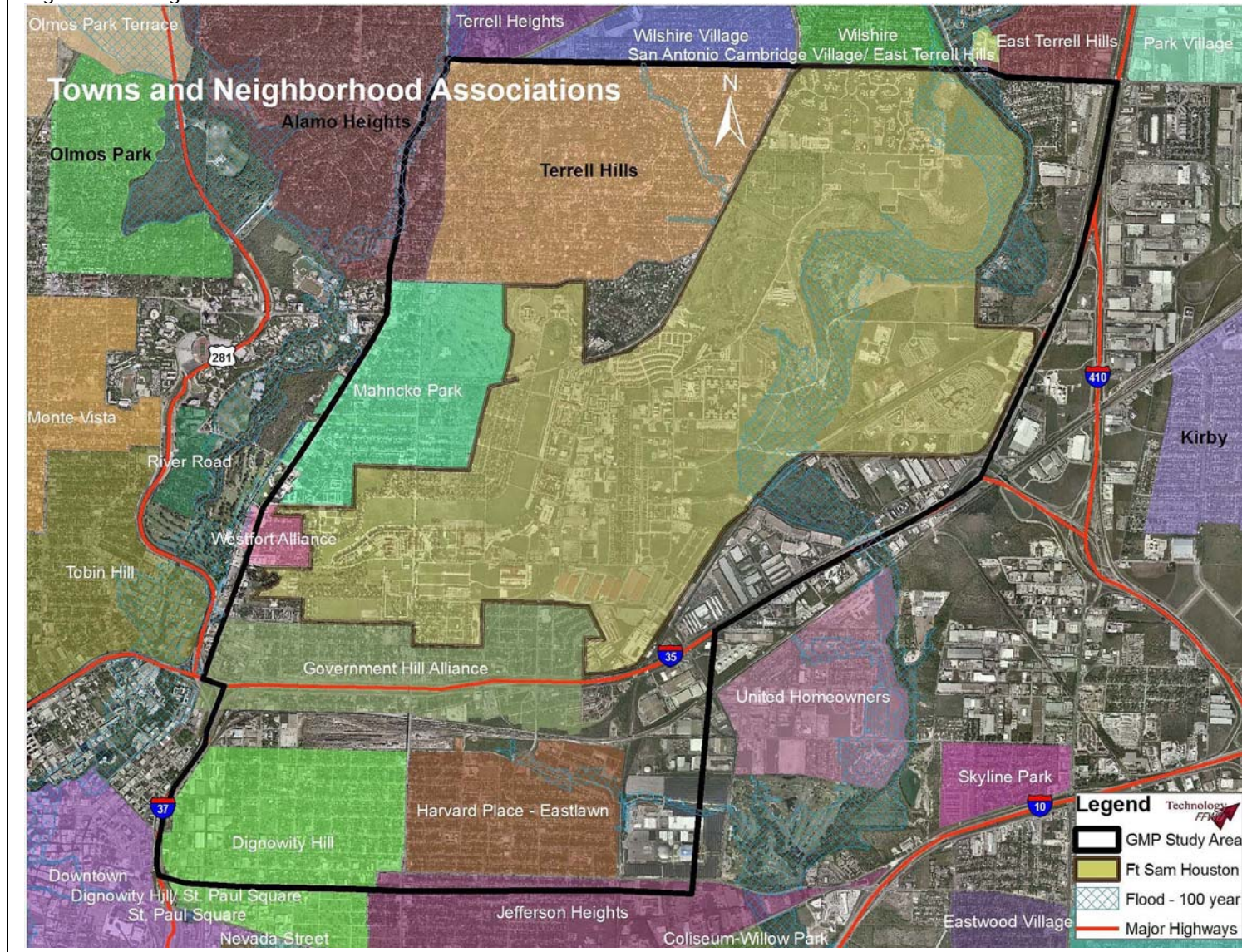
Task 6b Military Clinical Training

Task 7: Regional Coordination and Communications

Task 8: Integration of Work Accomplished for Tasks 1- 7 into a Growth Management Plan

The Growth Management Plan evaluates community impacts that could occur as a result of Fort Sam Houston BRAC actions.

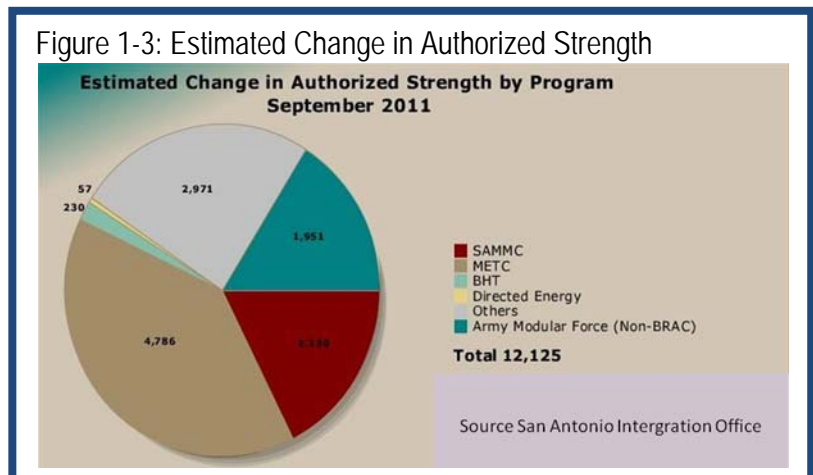
Figure 1-2: Neighborhoods Proximate to Fort Sam Houston



This Task 1 report serves as a base document for capturing findings from other task reports. This task report serves as the base document for the final Growth Management Plan (GMP) under Task 8. The GMP process involved completion of draft reports in a format that addressed specific work elements, subtask elements and questions provided as contractual requirements in the project Scope of Services.

These individual task reports were then reformatted to obtain versions in which the text flowed in a more readable fashion.

The report addresses an essential element: ensuring that existing residents have every opportunity to participate by: (1) Enabling them to keep pace with neighborhood improvement by improving their residence; (2) Being part of the rising tide of job and business opportunities that pace both economic and neighborhood revitalization, by having access to employment and training assistance; and (3) Protecting people such as the disabled or persons on fixed incomes from impacts of redevelopment like rising property taxes.



2.0 BRAC IMPACTS ON SAN ANTONIO

2.1 OVERALL IMPACTS

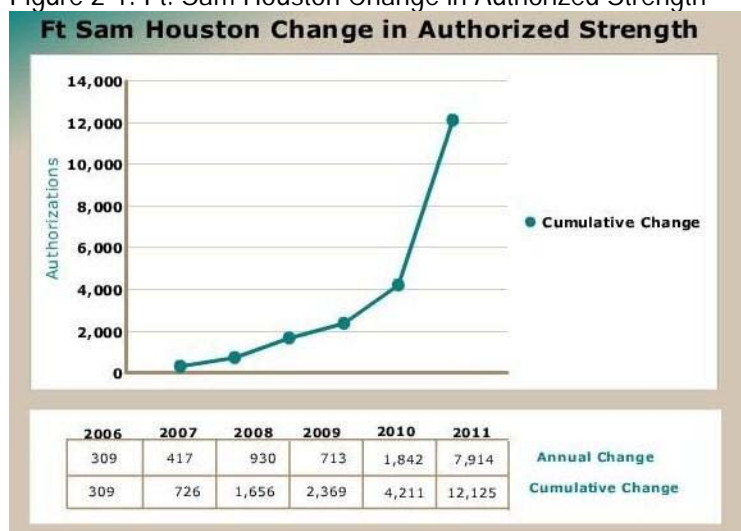
The Department of Defense (DoD) is changing the way the military operates, including the way military medicine operates. The Base Realignment And Closure process is one transformation tool being used to establish joint military medical facilities with consolidated state-of-the-art patient care. The program will have as a major goal the provision of better care at an affordable cost. Transformation will involve major changes in military medicine, with facilities in San Antonio expected to become a flagship for the new approach to military health care.

In San Antonio the two big medical platforms, Brooke Army Medical Center at Fort Sam Houston and the 59th Medical Wing's Wilford Hall Medical Center at Lackland Air Force Base, are to be consolidated at Fort Sam Houston, to become the jointly staffed 425-bed San Antonio Military Medical Center (SAMMC) North. Trauma care at Wilford Hall will be closed, with Wilford Hall to become a world-class outpatient and ambulatory surgery center.

Wilford Hall will become SAMMC–South. In parallel with the consolidation of care, several new Centers of Excellence will be associated with the SAMMC. These include the Cardio-Vascular Center, the Battlefield Health & Trauma Center, the Eye Center; the Maternal Child Care Center and the Amputee Center. (Source: SAIO briefing on Medical Integration)

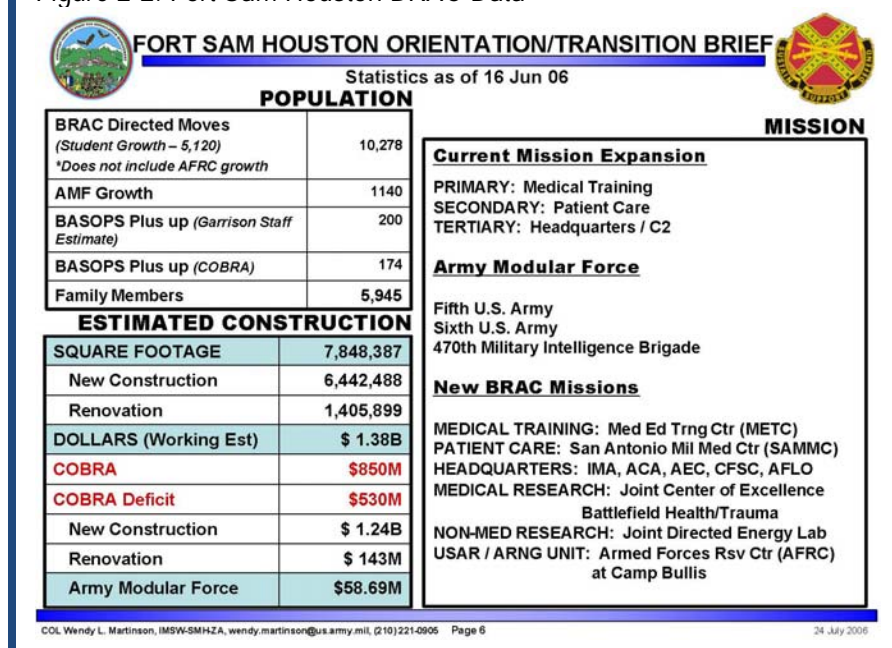
As a result of BRAC, San Antonio will also become the hub for training of enlisted medical technicians for all services. This change will re-locate Air Force training at Sheppard Air Force Base, Texas; and Navy training at Great Lakes, Ill., San Diego, Ca. and Portsmouth, Va. These training missions will relocate to Fort Sam Houston to be merged with Army training presently at the post. Consolidation of specialty training at Fort Sam Houston will mean that, at any given time, the on-post student population can be expected to nearly double, to an estimate of 8,700¹. The annual throughput of students will be more than 5 times that number.

Figure 2-1: Ft. Sam Houston Change in Authorized Strength



The final change is in the Army management structure. BRAC provides for movement of both management and joint-force activity to Fort Sam Houston. The activities to arrive include: the Installation Management Command (IMCOM); Family Morale, Welfare and Recreation Command (F&MWRC); Army Family Liaison Office (AFLO); Army Environmental Center (AEC); U.S. Army Network Technology Command (NETCOM); Army Contracting Administration (ACA); Fifth Army; Sixth Army; 470th Military Intelligence Brigade (470 MI BDE) and the Medical Command Band.

Figure 2-2: Fort Sam Houston BRAC Data



¹ The Army cautions that numbers can change, so the report presents a range rather than an exact figure for the student population. As of 8/15/08, the reported numbers were 8,700 at any one time and 47,000 annual throughput. Source: report to MTTF Committee on 8/14/08

Table 2-1: Fort Sam Houston Details

Fort Sam Houston	2006				2007				Cum	2008				Cum	
Organization/Action	Mil	Civ	Stu	Total	Mil	Civ	Stu	Total	Total	Mil	Civ	Stu	Total	Total	
Arm Modular Force	165	137		302	266	1		267	569	430	374		804	1373	
Other BRAC		7		7		161		161	168	20	89		109	277	
AETC								0	0	17			17	17	
								0	0				0	0	
								0	0				0	0	
Directed Energy Lab					-7	-4		-11	-11				0	-11	
Totals	165	144	0	309	259	158	0	417	726	467	463	0	930	1656	

Fort Sam Houston	2009				Cum	2010				Cum	2011				Cum
Organization/Action	Mil	Civ	Stu	Total	Total	Mil	Civ	Stu	Total	Total	Mil	Civ	Stu	Total	Total
Arm Modular Force	351	68		419	1792	39	61		100	1892	55	4		59	1951
Other BRAC	73	119		192	469	8	229		237	706		2265		2265	2971
METC	102			102	119	305		886	1191	1310	347		3129	3476	4786
				0	0				0	0	1798	332		2130	2130
				0	0	84	146		230	230				0	230
Directed Energy Lab				0	-11	36	48		84	73	-3	-13		-16	57
Totals	526	187	0	713	2369	472	484	886	1842	4211	2197	2588	3129	7914	12125

Data furnished by SAIO

In addition, there are non-BRAC moves that add to the incoming force.

The Army cautions that numbers are subject to change as organizations begin to join the team at Fort Sam. At the time of this writing (August, 2008) the total incoming estimate population had grown to 12,575 persons, including the new students.

There will also be family members, estimated by the Army to be 9,971 persons, of which 3,866 would be school-aged children.

The foregoing estimates would bring the total incoming population to 22,546. Finally, it should be noted that, of the 12,575 incoming Fort Sam population, about 1,200 persons are from Wilford Hall, as well as about 60 from Brooks City-Base, both of which are in San Antonio. The result is that for San Antonio, (as opposed to Fort Sam Houston) the net job increase will be closer to 11,300, and the net population increase will be closer to 20,000. (Data source: SAIO)

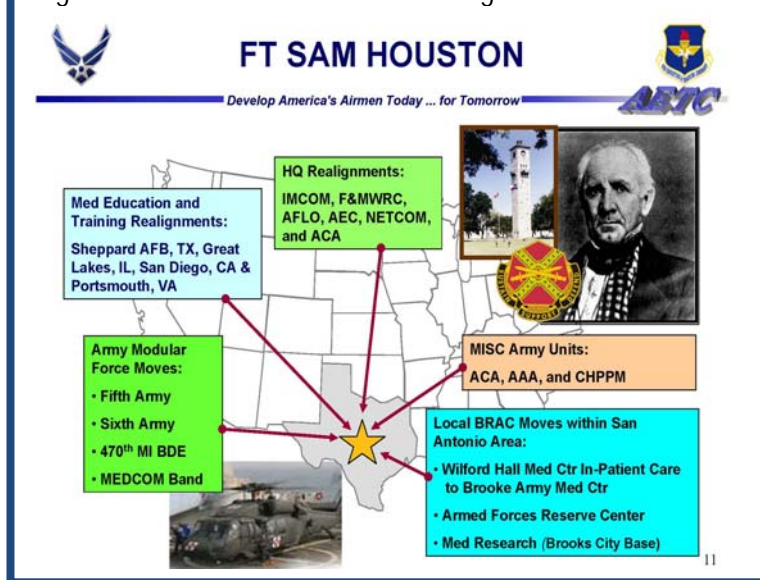
The initial economic impact of BRAC has been estimated by the City's Economic Development

Department to be some \$5.2 billion. The City further estimates that the overall economic impact of the military on the regional economy is about \$13.3 billion per year. BRAC will increase the overall military presence in San Antonio by about 21.6 percent, which is expected to increase that military economic impact by \$2.9 billion per year.

Fort Sam Houston Health Care Centers of Excellence

- **Cardio-Vascular Center**
- **Battlefield Health and Trauma Center**
- **Eye Center**
- **Maternal Child Care Center**
- **Amputee Center**

Figure 2-3: Fort Sam Houston Incoming Missions



2.2 CONSTRUCTION IMPACTS

BRAC will also result in an estimated budget of \$2.34 billion in construction being added to the San Antonio economy, of which \$1.7 billion is to be spent at Fort Sam Houston. This “budgeted cost” is escalating, with one military source recently putting the August 2008 estimate at \$3.2 billion. (Source: Slides furnished by the SAIO. Other Information from a joint briefing by the Army and the Army Corps of Engineers at a public meeting sponsored by the Chamber of Commerce on April 8, 2008. Numbers have been rounded. The briefing included a cautionary note that forecasts continually change).

Table 2-2: BRAC Construction Budget by Fiscal Year

DESCRIPTION	FY2007 (\$M)	FY2008 (\$M)	FY2009 (\$M)	FY2010 (\$M)	FY2011 (\$M)
DHP MILCON	\$ 6.58	\$ 27.40	\$ 13.00	\$ -	\$ -
FSH	\$ 6.58	\$ 27.40	\$ 13.00	\$ -	\$ -
LAFB	\$ -	\$ -	\$ -	\$ -	\$ -
RAFB	\$ -	\$ -	\$ -	\$ -	\$ -
BRAC MILCON	\$ 169.45	\$ 983.85	\$ 184.84	\$ 97.70	\$ -
FSH	\$ 150.90	\$ 940.95	\$ 183.50	\$ 56.70	\$ -
LAFB	\$ 14.20	\$ 32.00	\$ -	\$ 41.00	\$ -
RAFB	\$ 4.35	\$ 10.90	\$ -	\$ -	\$ -
SERVICE MILCON	\$ 58.07	\$ 49.00	\$ 319.20	\$ 127.43	\$ 224.53
FSH	\$ 18.87	\$ 49.00	\$ 179.00	\$ 15.84	\$ 7.50
LAFB	\$ 39.20	\$ -	\$ 140.20	\$ 11.59	\$ 188.00
RAFB	\$ -	\$ -	\$ -	\$ -	\$ 29.03
FY TOTALS	\$234.1	\$1,060.3	\$517.0	\$225.1	\$224.5
GRAND TOTAL FY 2007 - 2011	\$ 2.3 B				

Contract awards lag budget approvals. The Corps of Engineers has estimated that awards will peak in 2008 at an annual expenditure rate of over \$950 million, which is an order of magnitude more than the normally expected rate of military construction in San Antonio. Actual construction will begin shortly after contract award, rise quickly and be sustained over a period of time following award. The result will be strong construction growth through 2008, with a sustained level of significant construction activity through 2011. All work is required to be completed by late 2011.

In parallel with BRAC, there are numerous other programs underway in the City. San Antonio will be pressing to finish an authorized bond improvement program with an estimated total cost of \$735 million. A new proposed addition to University Hospital is expected to cost nearly \$700 million. Plans for additional construction include a new Federal Court House, a major water/sewer system expansion, a new freeway crossing near Fort Sam Houston, an Airport Terminal Expansion and more. The total non-BRAC construction over the next five-year BRAC timeframe has been estimated by the Corps of Engineers to be \$23.3 Billion. Thus, San Antonio is headed into a major construction boom, with BRAC making up only about 10% of that activity.

Along with the San Antonio Military Medical Center expansion there are: (1) A current Veterans Administration Hospital expansion; (2) The Planned University Hospital expansion; and, (3) Several new private sector hospitals planned or under construction. The City can also expect a very significant expansion of the Biosciences-Health Care Sector of the economy. However, the City can also expect shortages in the specialized hospital construction workforce.

Table 2-3: Construction Programs in the San Antonio Region

Seq. No.	Construction Programs	(\$ Millions)
1	Northside ISD Bond 2010 Program	\$ 700.00
2	Northside ISD Bond Program	\$ 600.00
3	Military and Civil Works Construction Program	\$ 3,850.00
4	ACCD 2010 Program	\$ 600.00
5	ACCD Program	\$ 500.00
6	Northeast ISD Bond 2010 Program	\$ 700.00
7	Northeast ISD Bond Program	\$ 500.00
8	City of San Antonio	\$ 400.00
9	Microsoft Data Center	\$ 400.00
10	PGA Tour Village	\$ 400.00
11	Methodist Stone Oak Hospital	\$ 105.00
12	San Antonio ISD Bond Program	\$ 500.00
13	University Texas Health Center	\$ 900.00
14	University Hospital	\$ 900.00
15	Homeland Security Biomed Research	\$ 500.00
16	County Courthouse	\$ 300.00
17	AT&T Mod	\$ 125.00
18	Performing Arts	\$ 100.00
19	Methodist Hospital Group	\$ 70.00
20	Police Station	\$ 100.00
21	VA Polytrauma	\$ 70.00
22	Louisiana Medical Group (Sonterra at Hardy Oak)	\$ 70.00
23	Texas Center for Infectious Diseases	\$ 75.00
24	Medical Foundation	\$ 330.00
25	Marriott Corp	\$ 90.00
26	Bexar County Juvenile Facility and Office Space	\$ 78.00
27	Texas A&M	\$ 500.00
28	Combined Sciences Facility	\$ 14.00
29	South Texas Facility Renovations	\$ 104.00
30	TXDoT	\$ 1,500.00
31	Associated MILCON Programs	\$ 250.00
32	Other Misc Construction	\$ 500.00
33	Area Housing Starts 5-6yr Trend (Including Land Development)	\$ 10,000.00
		\$ 25,831.00

Source: San Antonio Integration Office, 2008 Estimates

3.0 SAN ANTONIO GROWTH

The City of San Antonio has recently been ranked as the tenth fastest growing city in the United States. This continues a period of rapid growth which has been described in: “*San Antonio Trends, Challenges and Opportunities.*” The report, which includes Power Point slides with note pages, is available at the Department Web site: <http://www.sanantonio.gov/planning/>.

The report indicated that growth has been nearly 2% per year, or nearly 20% over the last decade. The rates are similar for both the City and Bexar County. The report also projects that growth within San Antonio and Bexar County will slow somewhat over the next few decades. Finally, the presentation shows that, along with growth in the population, San Antonio has expanded city boundaries, growing from 36 square miles in 1937 to 522 square miles today. (Ref: *San Antonio Trends, as above*). The projection is that the rate of growth in the City and Bexar County will slow somewhat. Unless there is a radical change in past patterns of growth, expansion will begin spilling over into the surrounding counties.

For the Standard Metropolitan Statistical Area (SMSA), which includes both Bexar and surrounding counties, U.S. Census data show that the SMSA growth rate is not slowing but accelerating. If the growth rate were to stabilize at the 2005-2006 pace, which is 2.869% per year, then the 2012 SMSA population would be slightly over 2.3 million. (Source: United States Census at: http://www.census.gov/population/www/projections/st_yr06to10.html).

Figure 3-1: ASMSA Projected Population Growth

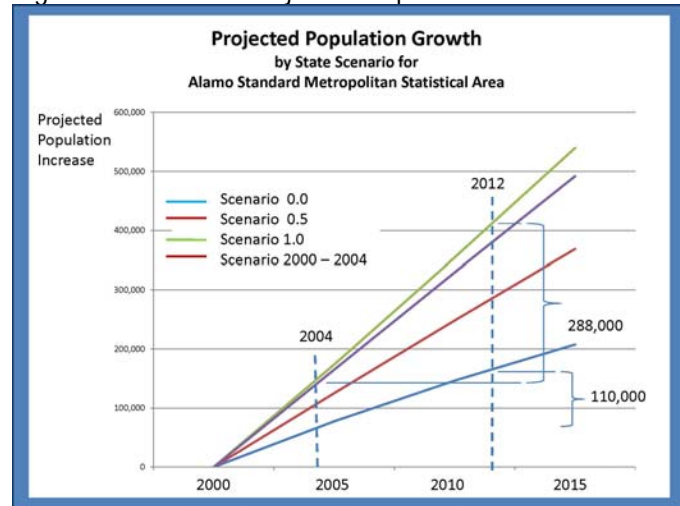


Figure 3-2: BRAC Impacts on Population Growth (Highest)

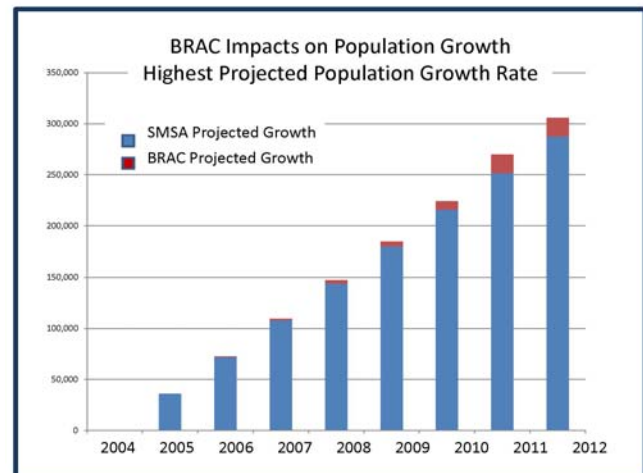
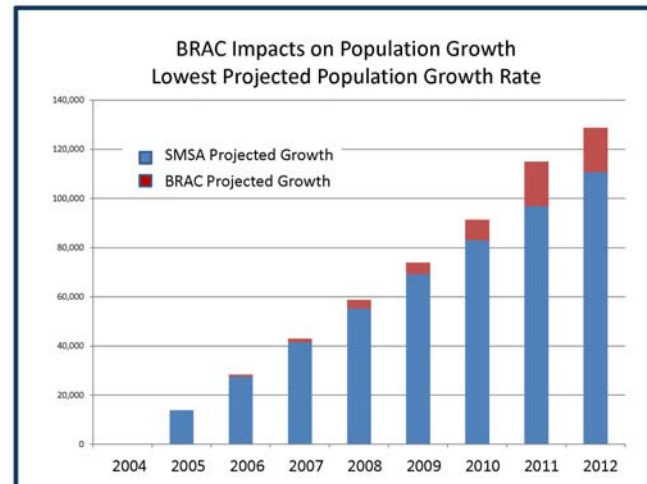


Figure 3-3: BRAC Impacts on Population Growth (Lowest)



When compared to the base 2004 SMSA population of slightly over 1.85 million, that rate would represent an increase of 450,000 persons. Using a variety of assumptions, the State provides several less aggressive growth-projection scenarios for the SMSA. The resulting State population growth projections range between 110,000 and 288,000. (Source: State Data Center at: <http://txsdc.utsa.edu/tpepp/2006projections/summary/desctab.php>).

4.0 ASSESSMENT APPROACH

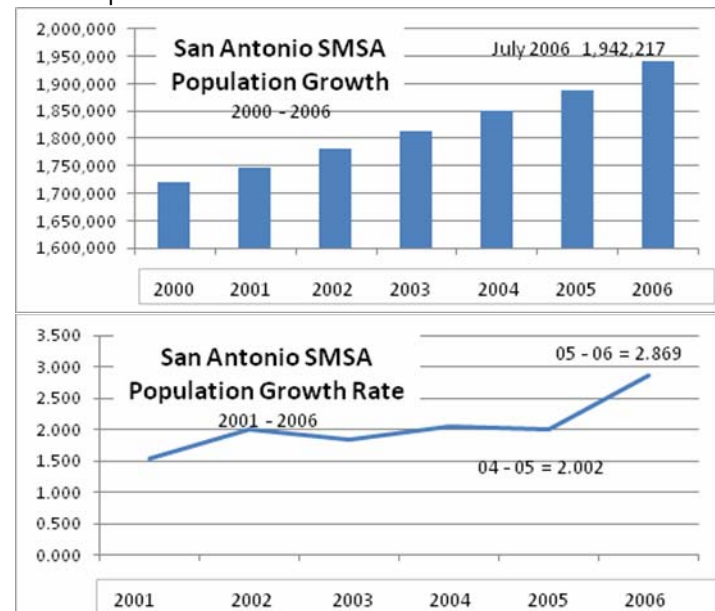
Assessment of the impacts of the incoming BRAC mission include the following assumptions that it will be necessary to: 1) Use the current estimate of the number of incoming positions; 2) Use the current estimate of the size of families of the incoming labor force; 3) Recruit and hire replacements for any persons who do not move; and 4) Use 2012 as the comparable date for realizing the full impact of BRAC on the community.

Based on the foregoing assumptions, the influx of BRAC personnel and families represents 16.97% of the lowest SMSA growth projection, about 7.26% of higher projected growth rate and only 4.77% of the population expected if the most recent high growth rate were to continue. From this perspective, it is easy to see that the region can accommodate the expected influx of BRAC families. The foregoing percentages are undoubtedly high because of the assumption that there will be no vacancies in the incoming missions.

The Army has indicated that they expect the incoming BRAC population to disperse at will to neighborhoods around the city and county, so the conclusion to be drawn is that the growth impacts of the incoming BRAC population on the community at large will be small in comparison to the impacts of overall growth. This general conclusion is subject to change when the following is considered:

- (1) The character of the incoming labor force. An example is the regional shortage of workers in key sectors of the economy. It is anticipated that the incoming job positions will include many vacancies, so that labor shortages in health care, health care education and training and in high-technology and communications will become much more severe.
- (2) Facilities and/or services that are already at capacity. Such facilities need to be expanded in order to meet growth in any event, but BRAC growth will exaggerate the need. An example is Interstate 35 and the surface streets that carry traffic east of Fort Sam Houston. Even with planned improvements, Fort Sam growth can be

Figure 3-4: San Antonio Standard Metropolitan Statistical Area Population Growth



Source, U. S. Census Bureau

expected to cause these facilities to be over-taxed. Another example is the shortage of a sustainable water supply sufficient to meet a growing demand. Again, BRAC will only add incrementally to a water demand which is rapidly exceeding the capacity of the firm available yield of the Edwards Aquifer, the region's predominant water supply.

- (3) Intervention. One goal of the GMP is to enhance military/community relationships, create a desirable place for the military workforce to live and work and create a modern, attractive, sustainable community outside the post. Success will require significant intervention and the implementation of a comprehensive neighborhood redevelopment strategy for San Antonio's East Side.

5.0 BRAC ISSUES AND OPPORTUNITIES

The GMP process has identified a series of issues that can be clustered into three groups and two overarching opportunities. These are:

Issues:

1. Health Care
2. Traffic and Parking
3. Housing

Opportunities:

1. Economic Growth
2. Community Revitalization

In reviewing the information which follows, it should be noted that no criticism of the military is intended, and none should be inferred. The military is implementing a very challenging program under difficult circumstances and tight deadlines. With regard to difficulties, the main observation is that a better solution could be realized through more vibrant cooperation with the community and consideration of a slightly larger footprint than the post. The military cannot be expected to achieve such a better solution on its own, or to initiate a consideration of development outside the post. This can only occur through a strong and effective partnership with the community, and the community must take the lead in forging such a partnership.

The military and the community have formed a partnership, the Military Transformation Task Force (MTTF). The MTTF is a City of San Antonio, Bexar County, and Greater San Antonio Chamber of Commerce initiative to share information, assist the military in implementing BRAC, address any impacts on the community and leverage BRAC to strengthen the regional economy and revitalize post neighborhoods. The MTTF is tri-chaired by a San Antonio Council Person, a Bexar County Commissioner, and a representative of the Greater San Antonio Chamber of Commerce.

Because a partnership exists, the task that remains is for the community to:

1. Propose a comprehensive intervention program;
2. Obtain agreement; and then

3. Implement the program in order to achieve the mutually beneficial goals outlined in this Growth Management Plan.

The three steps outlined here constitute a “**Significant Intervention Action Plan.**” Each category of issues/concerns and each opportunity is briefly described in this section. The description is followed by a brief outline of a proposed Action Plan to address the particular issue. In most cases this brief outline has been supplemented by a more complete action plan that appears as an appendix.

Proposed action plans are framework level, provided as the basis for working with MTTF Committees and with City staff to discuss details and select a proposed lead organization and a funding vehicle. Together, the action plans form an integrated comprehensive action program, but one which is presented in a streamlined “executive summary” format suitable for review.

Recommendation

The Overarching Recommendation in the GMP is that the community and the military form a working partnership to address immediate issues, and that the partnership should continue beyond BRAC in order to attain common goals and capture opportunities.

- Suggested Lead – San Antonio Office of Military Affairs
- Suggested Time Frame – Begin as soon as practical.
- Suggested Funding Source – Federal OMA Planning Grant, City transition budget and creative financing to sustain partnership activities.

For a partnering strategy to be viable:

- 1. The community must stand ready to plan, design and implement initiatives which they agree to undertake.**
- 2. Each partner must realize value commensurate with the cost of features and programs executed on behalf of the partnership.**

It should also be noted that each issue/opportunity involves a military/civilian partnership. Some of the partnering goals require immediate action. Others involve longer-term strategies that will have a major impact on the community, military medicine and even the nation’s health care over a longer term than the BRAC construction driven timetable. This means that, if the community decides to enter into a partnership with the military, as recommended in this plan, the first step is to create, staff and fund an organization which is capable of implementing the comprehensive action program.

5.1 HEALTH CARE

Task 6 addresses health care. There are two separate reports for this section. Task 6a addresses trauma and health care. Task 6b addresses Clinical Training.

A preliminary draft of the Task 6(a) report identifies fourteen (14) concerns. Again it should be emphasized that expressions of concern should not be interpreted as being critical of military BRAC implementation efforts. In almost every case, the concerns relate to general conditions in national or regional health care or to expansive growth. In some cases, BRAC changes can be expected to have a marginal added impact on growth-related

conditions. The military points out, however, that BRAC changes are expected to improve both military medicine and the cooperative military/private sector community health care programs

Ten (10) of the expressed concerns were related to BRAC and four (4) were issues that have BRAC implications if one accepts the logic that:

- The community and the military are in a partnering relationship through which problems of one partner impact the other partner, or alternatively
- The GMP objective encompasses meeting military “continual improvement” goals which are behind the BRAC process and which are also important to achieving desirable economic growth for San Antonio in Health Care and Biosciences.

A significant BRAC issue is a potential shortage of skilled workers. Many of the positions in the incoming missions will be vacant. Some estimates are that as many as 70% or more of the incumbents (other than students) may choose not to move to San Antonio. Thus, the City could be facing three to four thousand vacant positions in health, health-education, technology and administration. There is already a shortage of health, health education and technical personnel in the region. This could thus become a significant hurdle for successful BRAC implementation. An urgent response is needed to address this situation. A proposed Worker Shortage Action Plan is attached (Appendix A). This plan has been submitted to Workforce Solutions-Alamo for consideration. The section on acceleration of the Health Care Academy has been approved by Workforce Solutions Alamo, and acceleration is occurring under a cooperative effort with the San Antonio Hospital Association.

RECOMMENDATION

The community should work through partnership with the military to address the potential worker shortage.

- Suggested Lead – Workforce Solutions Alamo (with support from others as noted in the action plan)
- Suggested Time Frame – Begin as soon as practical
- Suggested Funding Source – Funding from the U. S. Labor Department to plan with follow-on funding from the State, City, County and Business Community

RECOMMENDATION

The proposed military/civilian partnership should establish a forum to consider whether there is a need for action to sustain and enhance military capability to continually create and maintain trained deployable medical teams in support of the planned force structure, and whether any needs can be met by building upon the successful partnership relationships in GME that exist in San Antonio.

- Suggested Lead – A forum with representatives of SAMMC-N, SAMMC-S, University Hospital
- Suggested Time Frame – Begin after the BRAC transition has been completed.
- Suggested Funding Source – Budgeted Partnership activity

A second cluster of concerns involves the long-term ability of the military to maintain graduate medical education (GME) as the number of military hospitals with trained surgeons continues to diminish. Here, concern is over impacts of BRAC on Military GME in general rather than impacts of BRAC on San Antonio or on GME in San Antonio.

5.2 TRAFFIC AND PARKING

5.2.1 OVERVIEW

When the San Antonio-Bexar County Metropolitan Planning Organization developed the previous long-range transportation plan for the San Antonio region in the early 2000's, the 2007 daily traffic generation forecast for the entire Fort Sam Houston (Fort Sam) base, including the Brooke Army Medical Center (BAMC) triangle, was 42,000 trips per day. This level of traffic was expected to grow slightly to about 44,000 trips per day in the 2025 horizon year of the forecast. Twenty-four hour traffic counts taken for the Fort Sam Houston Comprehensive Traffic Engineering Study indicated a much larger level of existing traffic generation. Year 2007 counts at the access control points totaled 69,000 trips per day. Thus, today's traffic generation at Fort Sam is 57 percent higher than the anticipated 2025 forecast.

Anticipated Base Realignment and Closure (BRAC)-related growth at Fort Sam will increase the number of personnel at the base from 27,000 to 34,000 – a 26 percent increase. Though no official forecast of daily traffic has been derived from available base demographic projections, this percentage growth would increase the daily trip generation of Fort Sam from 69,000 to 87,000 trips per day by 2012 – a 98 percent increase over planned 2025 levels.

In response to the 2005 BRAC announcement, the military, OMA and the MTTF commissioned studies to identify the most pressing needs for road improvements to support the BRAC process for Fort Sam. Two previous studies respectively addressed post roadway network improvement needs and improvements required to move traffic between the post and adjacent major highways. Both studies were completed by PBS&J. These studies identified a menu of transportation improvement project components with associated cost estimates, and assembled packages of improvements that would logically fit together to address needs at specific intersections and roadway segments. Many of these improvement packages have been funded, and construction is either underway or imminent on several of them.

Preliminary cost estimates developed for unfunded projects were used to develop a list of transportation projects for which the community sought funding during an annual San Antonio to Washington D.C. trip to caucus with Federal Congressional Representatives. Results of this study update were also used to program approximately \$6.6 million worth of bond and matching funds to jump start projects that are ready to build. In addition, an update to the traffic circulation and parking study for the BAMC campus led to design recommendations for on- and off-base roadways, access control points, and access points to a planned 5,000 space, six-level parking garage that will replace most of the at-grade parking areas on the BAMC campus. A new study to assess parking requirements for the remainder of Fort Sam (except for the BAMC triangle) is also being initiated. This study is

expected to identify the location of parking demand and assess options for providing adequate parking in conjunction with planned building construction on the base. The need for parking, remote parking, and pedestrian circulation are considered in this plan.

5.2.2 TRANSPORTATION & PARKING EVALUATION NEEDS

Since the initiation of the BRAC Growth Management Study, the DiLuzio team has been responsive to the changing needs of project stakeholders and the dynamic process of preparing for BRAC-related growth. Early in the process, it was discovered that a preliminary assessment of mass transit options was being conducted by VIA, the regional public transportation agency. Changes in site plans within Fort Sam, and the ongoing chain of road improvements have led to the need to monitor and manage roadway project evaluation and programming process and support scheduling and funding decisions.

5.2.3 TRAFFIC IMPACTS

Streets and highways surrounding Fort Sam already experience peak period congestion during weekdays. This reality dramatically increases the sensitivity of the surrounding transportation network to even small changes in traffic volume. Given the volume of additional traffic expected as a result of BRAC and a higher than anticipated impact of existing Fort Sam traffic, exacerbation of current traffic congestion is a near certainty.

As noted, impacts in the immediate vicinity of the post have been addressed in the two completed studies. In general, the highest priority improvements have been funded and scheduled, and are either under construction or in the construction contract pipeline. The schedule for such improvements has been coordinated to coincide with the overall BRAC construction timeline. Traffic bubbles (as explained in Paragraph 5.2.6) have been developed on the post and are in place to minimize impacts of construction traffic for building projects. The remaining needs are to: (1) Fund improvements; (2) Recognize that even minor changes in planned post footprint will have implications for the traffic and parking, and be prepared to respond to inevitable need for change; (3) Find opportunities to reduce peak traffic flows; and then (4) Plan for improvements which will support the proposed community revitalization effort outlined later in this chapter. A Mobility Implementation Plan is contained in *Task 3 -Fort Sam Houston Off-Post and On-Post Transportation Infrastructure*.

Fort Sam Houston occupies a limited space. That space has several natural and historic properties which have an important bearing on development decisions. Examples are the

GMP FINDINGS

As a result of BRAC, exacerbation of current Fort Sam traffic congestion is a near certainty.

RECOMMENDATIONS

- 1. Use Anticipated Property Tax Revenues for improvements.**
- 2. Be prepared to respond to inevitable need for change.**
- 3. Aggressively pursue opportunities to reduce peak traffic.**
- 4. Plan and implement improvements needed to support neighborhood revitalization.**

historic significance of many buildings and sites, the existence of a national cemetery and the fact that the post is bisected by a creek with a large upstream catchment and consequently a significant flood plain. The expansion posed by BRAC requires the fitting of command headquarters, a major hospital expansion, a large educational complex and several other facilities into a limited space. The planned expansion taxes the capacity of the property, including street and parking elements. Thus it should be anticipated that even minor changes in the configuration of planned facility placement could have serious impacts, and further it must also be anticipated that minor changes will undoubtedly occur as implementation moves forward. Indications are that even minor disruptions would likely lead to both traffic and parking problems on-post. Such problems should be expected to arise during construction and to persist into the post-BRAC era. Problems potentially include exceeding the capacity of feeder corridors, entrance gates, streets both on and off the post and parking facilities on the post.

The study established a consistent, quick-response transportation network analysis framework to assess roadway network circulation options, land use traffic impacts and transportation management benefits over a broader study area. The next two sections discuss such impacts. In addition, public comments have been critical of the design of the I35 traffic intersection with Walters Street. Although evaluation was beyond the scope of the GMP, it is recommended that the design be reviewed as one aspect of the future traffic studies recommended in Paragraph 5.2.5.

5.2.4 EVALUATION OF SAMMC-N TO SAMMC-S TRANSIT OPTIONS

One GMP goal was to evaluate the need for transit service between the San Antonio Military Medical Center's North and South campuses. Discussion aimed at gathering data to support such an analysis revealed that the Army would not expect medical staff, students or patients to travel routinely between the north and south SAMMC campuses. Thus, there will probably not be sufficient traffic between the two campuses to justify mass transportation. Having reached such a conclusion, it seemed inappropriate to proceed with further analysis. Preliminary data gathering and evaluation work was assembled in a technical memorandum and submitted for future reference. Investigators also determined that most critical travel management measures (including carpool and vanpool programs) were already being implemented by VIA, the regional transit agency.

Although large-scale changes in transit service would require more study, VIA has initiated a travel survey process to begin planning for vanpool service for existing Fort Sam personnel. Once in place, a network of vanpools could begin accommodating new Fort Sam personnel as they arrive over the coming years, and ultimately could lead to changes in VIA's fixed route bus transit service to accommodate higher-volume passenger travel patterns.

Another consideration is travel for students between Fort Sam Houston training campus and cooperating clinical training sites. The likely sites are City Center, The Medical Center and the military clinics. Training locations were not identified in time for travel options to be evaluated. There will be approximately 40 students at any one time, headed to different destinations. The best means of travel will thus probably be by a bus or van from Fort Sam Houston to the City Center, the Medical Center or to cooperating military facilities.

Several public comments addressed the need for rail mass transit connecting population centers northeast of Fort Sam Houston to the post and then to the eastern side of the metropolitan area. This is an important factor which needs to be considered as discussed in the next section.

5.2.5 TRANSPORTATION SYSTEM EVALUATION NEEDS

Previous transportation studies of Fort Sam have focused on: (1) Roadway network capacity; (2) Connectivity issues on-post; and, (3) Capacity issues on connections between the post and the regional freeway system. Impacts on regional corridors, including some existing congestion issues, have not been addressed. In addition to traffic generated by Fort Sam, this growth management study recommends redevelopment of surrounding residential areas. In addition, new commercial development can be expected to occur in response to the jobs generated by BRAC-related growth at Fort Sam. Such activity will lead to significant additional travel demand.

A traffic capacity analysis model was developed for neighborhoods around Fort Sam Houston to facilitate an analysis of improvement needs. The area modeled includes freeways, major streets and significant minor streets within and adjacent to the Fort Sam Houston study area. This analytical model features the ability to evaluate more extensive transportation network alternatives under a wider array of traffic patterns using traffic capacity analysis procedures rather than traffic simulation. This network analysis tool has been used to address the following:

Enhancements to Base Connector Roads

Several roadways that connect Fort Sam access control points to the regional freeway system are not adequate to carry existing traffic. Two-lane neighborhood collector streets need to be upgraded to avoid flow of traffic into neighborhood streets. While several proposed improvements address such deficiencies, a system solution has not been developed. A better approach would be to redirect traffic to corridors which are easier to improve.

As noted previously, public comments have been critical of the design of some planned improvements, particularly the Walters Street connection between

Recommendation

Detailed analysis of traffic flows for smaller area street networks is required to:

- 1. Address Neighborhood Impacts and Citizen Concerns;**
- 2. Accommodate near-term traffic from both BRAC/Military expansion and related economic development;**
- 3. Preserve rights of way to allow future expansion as needed to accommodate capacity needs for expected future economic expansion and population growth;**
- 4. Create a Sense of Place through attention to details of design, landscaping and architectural detail appropriate to the character of the surrounding community.**

the post and IH-35. Furthermore, several GMP neighborhood and commercial development recommendations would require detailed analysis of traffic flows for smaller area street networks. Fort Sam Houston connector streets should be examined in greater detail in order to:

1. Address neighborhood impacts and citizen concerns;
2. Accommodate near-term traffic from both BRAC/military expansion and related economic development;
3. Preserve rights of way to allow future expansion as needed to accommodate capacity needs for expected future economic expansion and population growth;
4. Create a Sense of Place through attention to details of design, landscaping and architectural detail appropriate to the character of the surrounding community.

Most of the previously proposed projects increase off-base connection capacity to access IH-35. However, use of the improved IH-35 connections assumes that IH-35 will be able to accommodate added traffic. However, IH-35 is at capacity and expansion has not been funded.

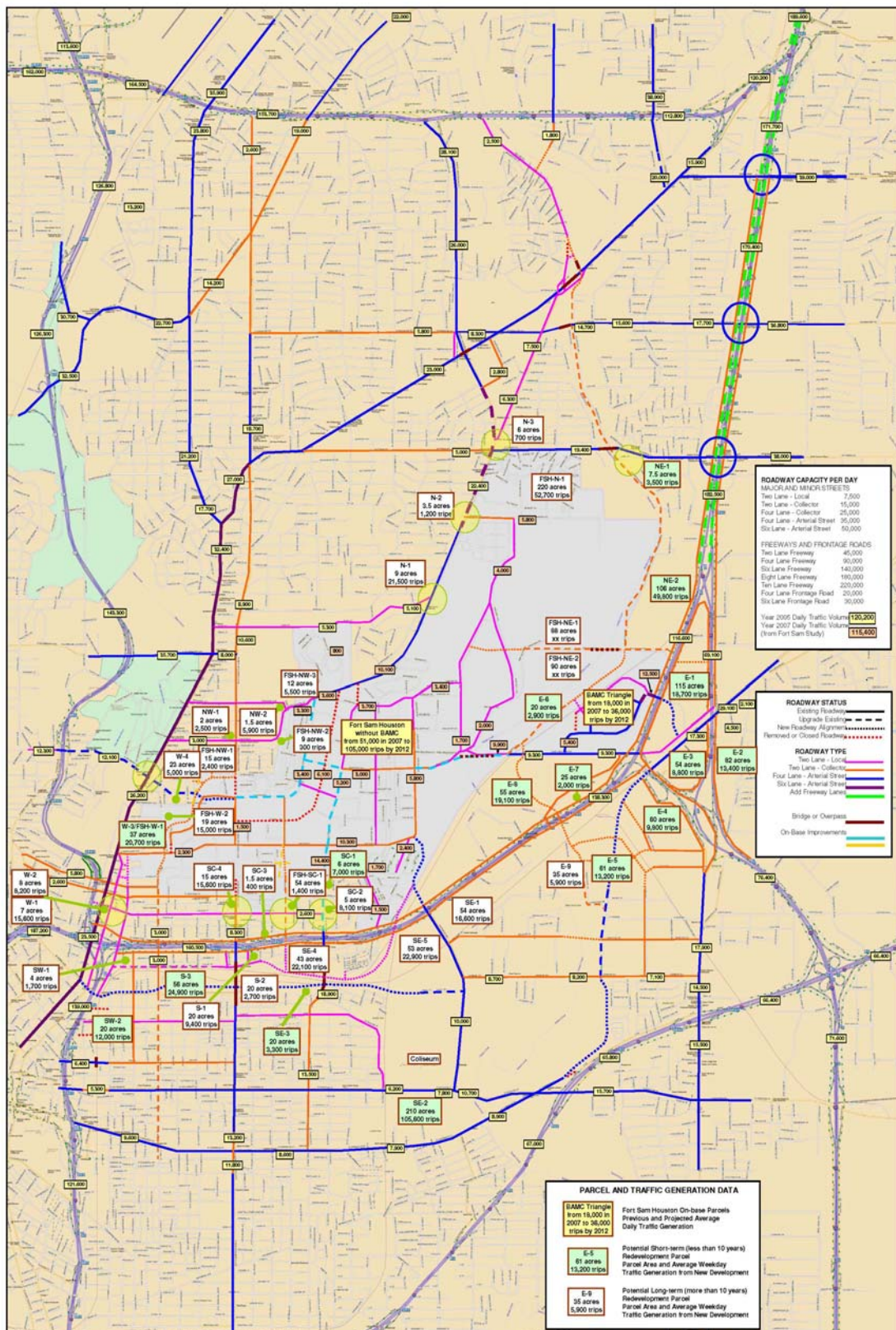
One example of a system solution would be to take advantage of the newly expanded Loop 410 North and US 281/Loop 410 directional interchange to divert north San Antonio commuter traffic from segments of US 281 and IH-35 south of Loop 410 to another route. The directional interchanges on Loop 410 at Harry Wurzbach and Loop 368 could be used to absorb traffic directly from the improved Loop 410. Key projects required to encourage this diversion would include:

- A traffic signal control system to improve signal coordination in both the Harry Wurzbach and Loop 368 corridors;
- Ramps to connect the south leg of Harry Wurzbach with the east leg of Loop 368;
- Expansion of Harry Wurzbach to six lanes south of these Loop 368 ramps to the Winans access control point;
- Previously-recommended reconstruction of the Harry Wurzbach and Rittiman intersection.

Roadway Network Connectivity

Current patterns of congestion make it clear that both the US 281 and IH-35 freeways experience heavier traffic flows and congestion as a result of these road network connectivity issues. Even if the post were not a constraint, connectivity issues would still exist. For example, roadways such as Rittiman Road and Eisenhower Road north of the post do not connect through from IH-35 to US 281. Also, most arterial roadways that extend east of US 281 do not continue past Broadway. Such discontinuities result in the diversion of most medium-distance trips to the freeway system, and local trips are often diverted to neighborhood cut-through routes. The GMP has identified potential connectivity improvements as shown in Figure 5-x: GMP Transportation Network Plan.

Figure 5-1: GMP Transportation Network Plan



Details in this map can be examined more closely in the electronic version by visiting the Office of Military Affairs website at <http://www.sanantonio.gov/oma>

Regional Freeway System Improvements

The San Antonio freeway grid is incomplete in the area east of the base. Both the configuration of the freeway network, and the number of lanes on various segments of the network result in significant mobility constraints.

Sections of IH-35 require expansion from 6 or 8 lanes to 10, 12 or 14 lanes in the area from Loop 1604 to the Loop 410 South junction south of Rittiman Road. These improvements have been studied but not funded. IH-35

improvements are critical because IH-35 acts as an “inter-connector” that links

together trips from Loop 1604, Loop 410 West, Loop 410 South, and the arterial streets east of IH-35 that compensate for the lack of east-west freeway corridors east of IH-35 (between Loop 1604 and IH-10). An evaluation of the benefits of emergency expansion and/or freeway corridor traffic management measures should be conducted.

Conclusion

Fort Sam presents a 3-mile by 4-mile barrier that blocks network connectivity, dividing neighborhoods, stifling commerce and causing both heavier traffic and more congestion on US 281 and IH-35.

Transportation Networks for Revitalized Areas

Local roadways surrounding the post play an important role in supporting redevelopment that could provide nearby housing opportunities for Fort Sam personnel. Since the desired urban form involves significant densification of existing development, local traffic generation intensities could increase by a factor of three more in terms of trips per acre. A comprehensive plan to enhance the current residential street network is necessary to disperse patterns of traffic, provide multiple alternate travel routes, improve connectivity for non-motorized travel, and provide efficient routes for potential public transportation service expansion. Such a plan is necessary because redevelopment of lands near the base will increase traffic on surrounding roads more than the reduction in long distance work trips that occur due to having base personnel living proximate to the base. Network analysis is required for each local development site to ensure an understanding of traffic patterns and recommend improvements needed to support successful revitalization.

Traffic Impacts of Commercial Developments The Growth Management Plan recommends establishment of a medical business zone near SAMMC North, partly on and partly off the post. This zone is described more fully in the Paragraph 6.4 which follows. Such a zone could attract high-intensity commercial traffic generators including health care and biosciences business, training, research and support facilities as well as supporting activities such as hotels with conventions centers,. Areas which need to support this type of intensive redevelopment require additional transportation system improvements to handle impacts beyond those projected from Fort Sam and from redevelopment of surrounding areas as residentially dominated mixed-use. A detailed future network model analysis will be needed to understand the nature of the necessary transportation improvement needs for this zone.

On-Post Traffic Demand Management Measures

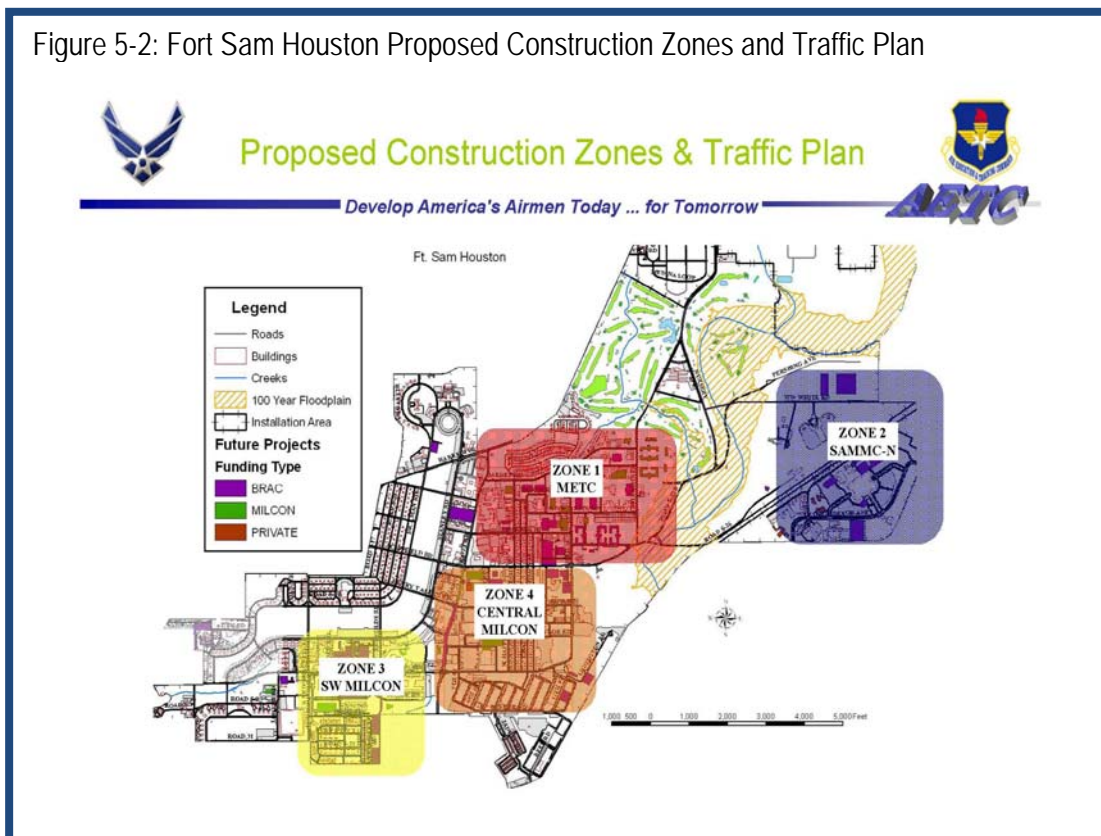
Since Fort Sam is an access-controlled facility, free movement of personnel and motor vehicles between on-post and off-post facilities will be constrained. An evaluation of strategies to reduce the effect of the access control barrier would also require a network analysis to compare alternate strategies and quantify the benefits of such strategies. Management measures could include off-post park-and-ride lots with express shuttle or bus service, pedestrian-only access to adjacent commercial and residential areas, remote parking, and various forms of shuttle service, including potential on-post shuttle service with walk-through gates connecting to an off-post shuttle, or to existing VIA bus routes.

5.2.6 CONSTRUCTION TRAFFIC MITIGATION

The Army created a relatively unique initiative to minimize the impacts of construction traffic. The initiative was to create “construction bubbles.” These bubbles essentially consist of a gate in the existing post boundary fence for each major construction site. The construction site is then fenced-off from the remainder of the post.

In that way, construction crews can get to the site, but they do not have access from the site to the remainder of the post. With such controls in place, a construction vehicle coming in through the bubble-access gate does not need to clear post security. The construction gate can also be used to control certain aspects of construction, such as scheduling to avoid adding to congestion during peak-hour traffic on arterial streets. Finally, the location of construction gates has been chosen to minimize the flow of traffic through residential neighborhoods. These steps have helped to minimize the impacts, but in spite of the

Figure 5-2: Fort Sam Houston Proposed Construction Zones and Traffic Plan



intensive effort, there have been complaints about traffic cutting through neighborhoods and speeding on neighborhood streets. Some neighborhoods have even closed streets in an effort to minimize such problems.

5.3 RECREATION AND QUALITY-OF-LIFE

Recreation and Quality-of-life (QOL) findings, conclusions and recommendations generally focus on neighborhoods adjacent to Fort Sam Houston. At present, QOL in some areas is excellent while the neighborhoods south of the post QOL can be far from ideal. This southern area is framed by the post on the north, which is fenced off with restricted access. It is bisected east-to-west both by the Interstate Highway and the Southern Pacific Railroad main-line north-south track and its yards and shops. It is separated from downtown by the both a freeway and busy Southern Pacific railroad tracks.

While there are beautiful historic homes in this southern region, there are also abandoned derelict homes, yards filled with junk, dead end streets and vacant lots. The area has a high crime rate and the schools are struggling.

Recommendation

San Antonio should seek funding from the Department of Defense to:

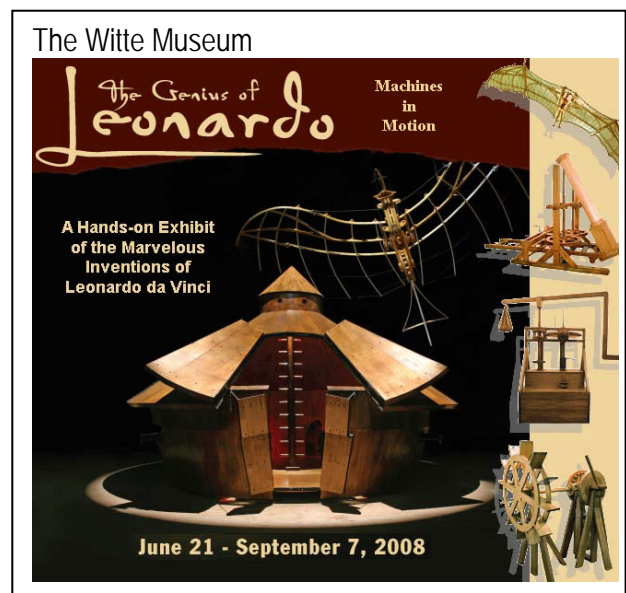
- 1. Compensate neighborhoods for the cost of controlling traffic in neighborhoods near the post, and**
- 2. Pay the cost of providing extra officers to control traffic at construction gates and speeding on neighborhood streets from now through 2011.**



There are few places to shop, few possibilities for entertainment and limited opportunities for constructive youth activities.

The Team analysis of the myriad of available Quality of Life amenities in the study area is presented in the following paragraphs. The Fort Sam Houston Study area is one of the most diverse and culturally rich areas of San Antonio. The area contains many of San Antonio's first suburbs and countless reminders of the City's history from its original inception as a land grant from Spain to the diverse, multicultural city of today. Although much of the area has declined over the years, the potential of this area is evident in its many resources.

The area is physically located near the commercial and tourist district of the downtown River Walk as well as San Antonio's premier Brackenridge Park Complex, the Salado Creek Greenway, and the San Antonio Zoo. Nearby cultural amenities abound including the San Antonio Botanical Gardens, the Witte Museum, McNay Art Museum, San Antonio Museum of Art, Institute of Texan Cultures, the Japanese Tea Garden, and the historic resources of the East Side Cemeteries and the historic districts. Although it is located in close proximity to some of San Antonio's most valuable resources, the study area is greatly fragmented by Interstates I-35 and I-37, train tracks and the closure of N. New Braunfels Avenue through Fort Sam Houston after 9/11. However, even with these hurdles, the location and rich historical resources provide many opportunities for revitalizing the existing residential and commercial neighborhoods while reconnecting these areas with the fabric of the City.



The assessment of the recreational and quality of life needs for the study area includes inventories and current conditions of existing parks, community facilities, schools and faith-based organizations. Quality of life is a more subjective determination and examines the area's history, sense of place, access to recreation and culture, transportation and safety.

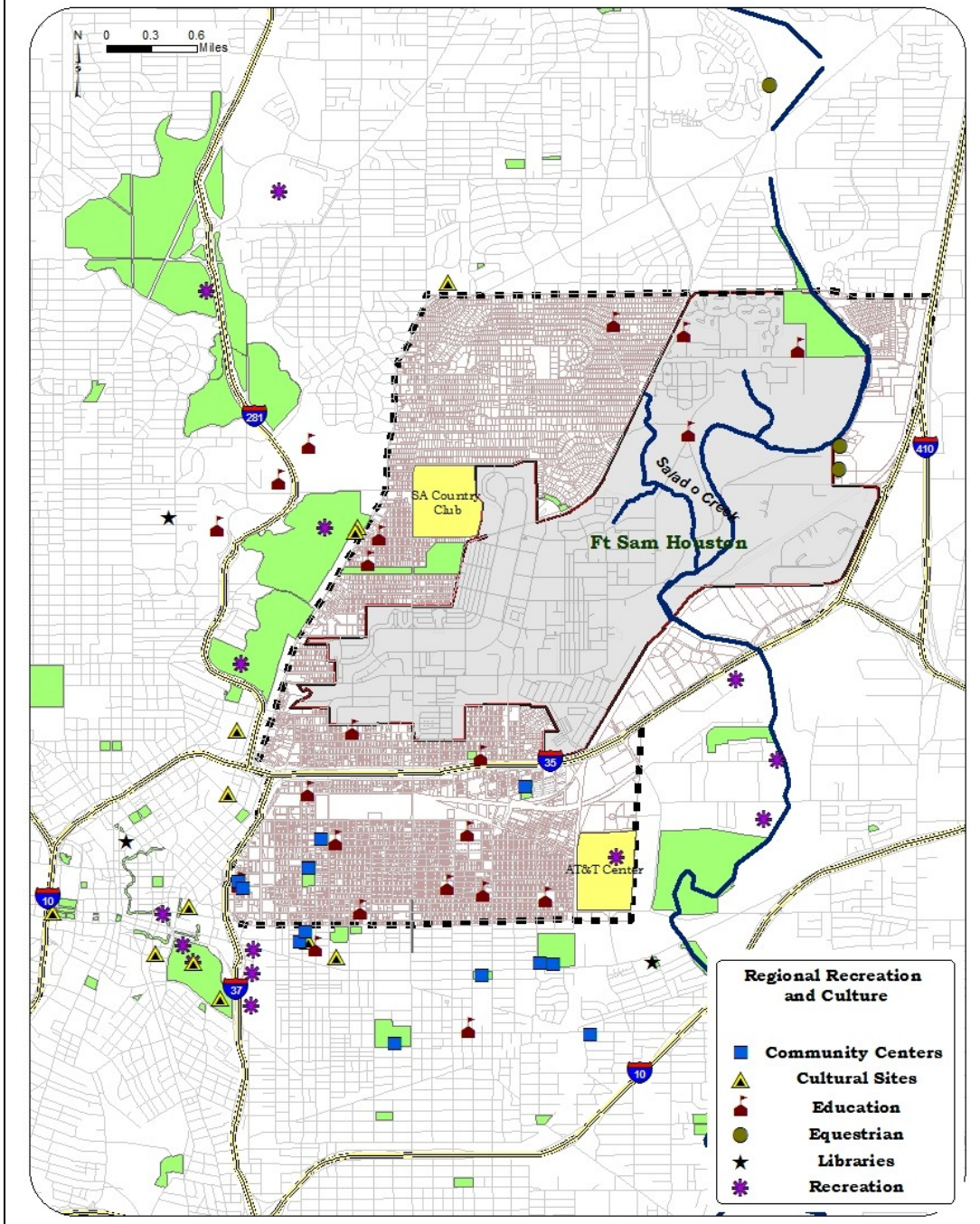
Based on the 2007 projections from the 2000 Census data, the Growth Management Plan study area has a total population of 27,824 with 9,355 households and 5,677 families. The median household income is \$30,011 with only 16.4% having a high school diploma. In 2000, 26.9% of the households were below the poverty level. The area also has a high crime rate.

All of the neighborhoods are in need of infrastructure improvements and revitalization. The quality of life assessment has identified existing and potential resources of each

neighborhood and goals of study-area neighborhoods. These provide a fundamental starting point for improvements to make these communities better places to live.

Recreational space assessment includes an analysis of the existing public and quasi-public space within the study area. For the purposes of this study, recreational space includes City parks, community centers, school playgrounds, resources of faith-based organizations and other unique recreational opportunities of the area.

Figure 5-3: Regional Recreation and Culture



5.3.1 PARKS

The benchmark used to assess the amount of public park space per person in the study area is 16 acres per 1000 people or 16:1000. This benchmark and the standards published by the Trust for Public Land are used by the City of San Antonio Parks and Recreation Department to gauge the status of San Antonio recreational facilities and compare the situation with that of other cities.

With a current population of 27,824 and public park acres totaling 208.46, the study area outside the post has only 7.49 acres per 1000 persons. This results in a deficit of 8.04 acres per 1000 persons or a deficit of 236.84 acres of parklands.

If the Growth Management Plan is successful in encouraging workers at Fort Sam Houston to live and work in the area, both the overall population and the park space deficit could increase. Thus, there is an urgent to develop more park space.

Park and recreational space in the study area includes ten (10) municipal properties with 208.46 acres. Each park is unique to its area, and park use should reflect community needs. A park will generally have both an optimal size and a program goal. Parks in the study area are located and classified (according to the National Parks and Recreation Association) as follows:

Neighborhood Parks (NP) – Parks with a service radius of one-quarter to one-half mile to serve a population of up to 5,000 (a neighborhood), these parks are normally 3-15 acres or greater in size. The area is ideally used for intense recreational activities such as field games, crafts, playgrounds, skating, picnicking.

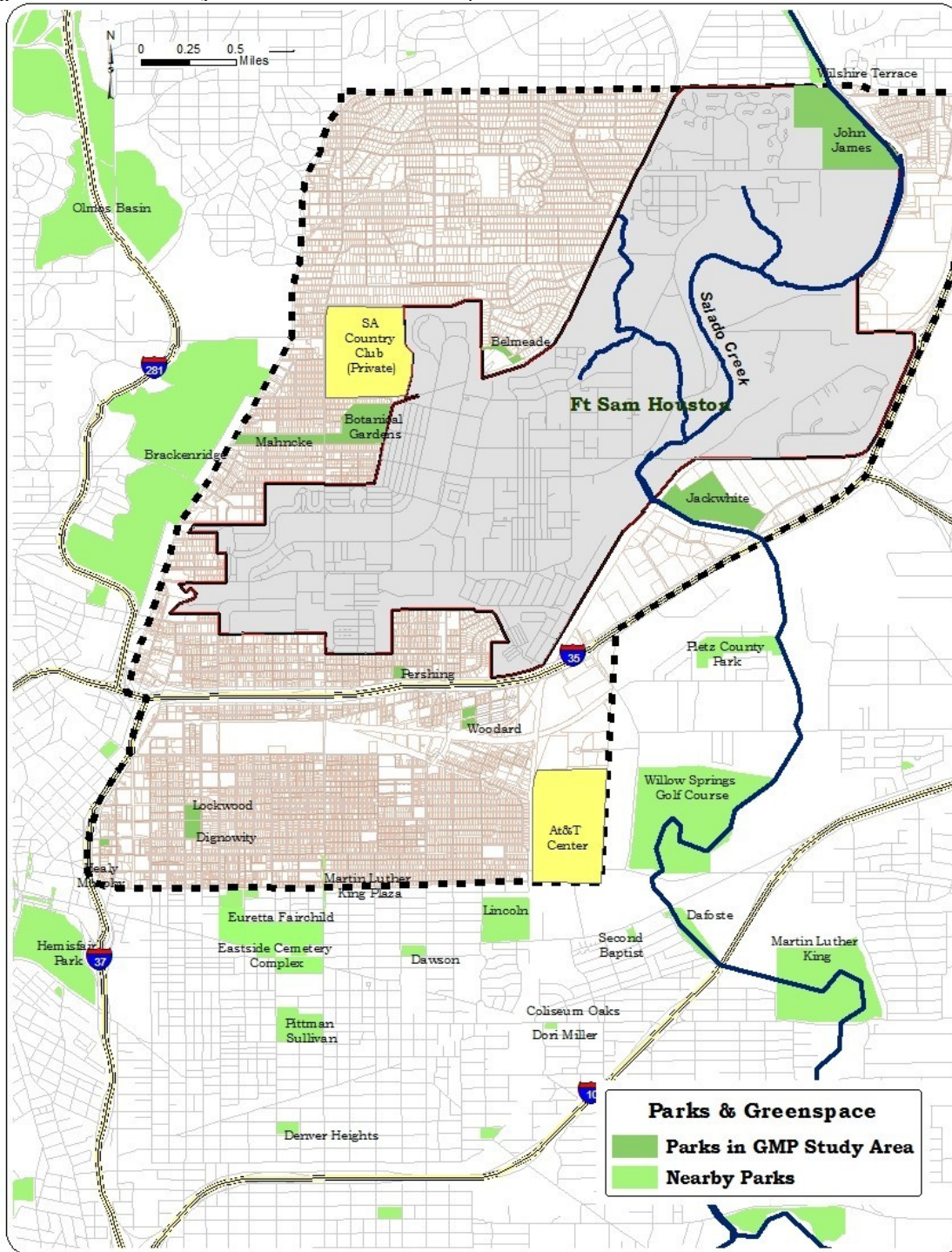
- Belmeade – Established in 1945, (4.4 acres), 119 W. Hathaway, 78209
- Dignowity – Established in 1951, (3.2 acres), 701 Nolan, 78202
- Healy-Murphy – Established in 1978, (1 acre), 210 Nolan, 78202
- Mahncke – Established in 1906, (10 acres), 3400 Broadway, 78209
- Pershing – Established in 1931, (1.9 acres), 500 Sandmeyer, 78208

By accepted standards, the study area has a deficit 236.84 acres of parklands. With BRAC growth, the deficit will increase, leading to an urgent need for additional park space.

Community Parks (CP) – Parks with a service area of 1 to 2 mile radius (several neighborhoods). Desirable size is 25 or more acres. Uses may include athletic complexes, swimming pools, walkways, picnic areas and playgrounds. Use depends on site suitability.

- Lockwood – 1928, (3.8 acres), 801 North Olive, 78202
- Woodard – 1973, (3.9 acres), 1011 Locke, 78208

Figure 5-4: GMP Study Area Parks and Green Spaces



Large Urban Park (LUP) – Large urban parks supplement neighborhood and community parks, serving broader community-based recreation needs in addition to those addressed by neighborhood and community parks. These parks may include large areas of undeveloped land with natural vegetation and/or water features. Optimal size is over 50 acres, but each site is unique. Recommended uses include trails, picnic areas and open recreation areas.

- John James – 1973, (89.9 acres), 1300 Rittiman Road, 78234

Greenway (GW) – A corridor of protected open space that is managed for conservation and/or recreation.

- Jack White – 2004, (53.89 acres), 3803 Old Sequin Road, 78219

Special Use Facility (SUF)

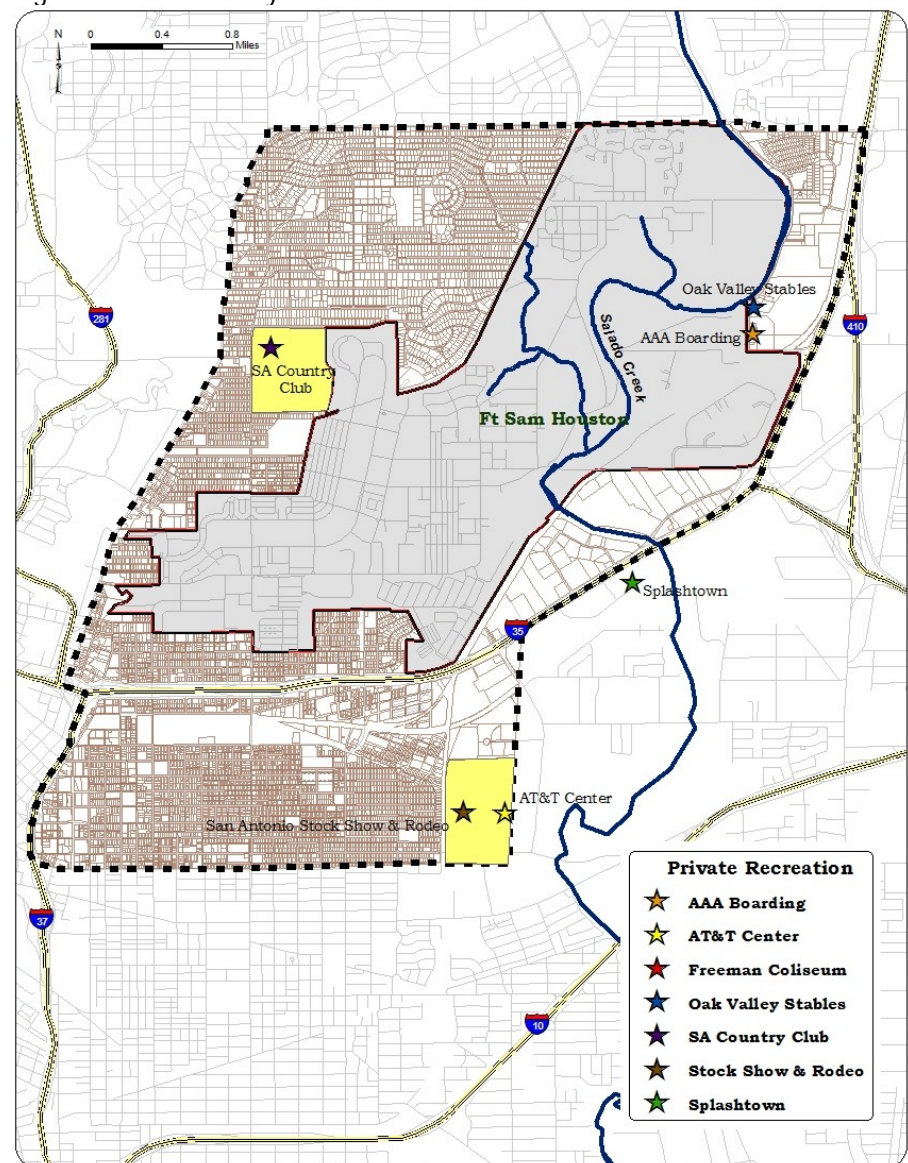
Special Use Facilities have a broad range of single purpose uses. The service area for these facilities is community-wide. Each facility is unique, and should be developed as determined by community input.

- San Antonio Botanical Gardens – 1905, (36.77 acres), 555 Funston, 78209

Private Facilities

- San Antonio Country Club – 130 acres
- AT&T Center and Freeman Coliseum – 170 Acres

Figure 5-5: GMP Study Area Private Recreation Facilities



5.3.2 PARKS OUTSIDE OF STUDY AREA

In addition to the parks within the study area boundaries, there are a number of parks and important community facilities outside the boundary that should be mentioned in order to develop a more complete picture of the area's resources.

Adjacent Parks

- Brackenridge Park – Large Urban Park and Historic Resource (343.7 acres)
- Brackenridge Park Golf Course- Sports Complex and Historic Resource (113.6)
- Wilshire Terrace* – Neighborhood Park (11.2 acres)

Near-by Parks – see Appendices for complete list of park facilities

- Coliseum Oaks (NP)
- Dafoste* (NP)
- Eureka Fairchild Park (CP)
- Historic Eastside Cemeteries (SUF)
- Lincoln Park (CP)
- Martin Luther King Park* (LUP)
- Pittman Sullivan (CP)
- Pletz Park* (Bexar County Park)
- Robert Dawson Park (CP)
- Second Baptist (NP)
- Willow Springs Golf Course* (SC)
- Salado Creek Greenway Park*

*Parks that are part of the Salado Creek Corridor

Of the parks mentioned above, Lincoln Park and Eureka Fairchild Park are the most highly programmed and serve the greatest community need. Both include pools, community centers and tennis facilities.

5.3.3 USES, CONDITIONS AND PLANNED IMPROVEMENTS OF THE PARKS

This section briefly assesses the current use and condition of parks in the study area as well as any improvements currently funded through the Parks and Recreation Department. With the exception of Mahncke Park and the larger parks including John James, Jack Whyte and the San Antonio Botanical Gardens, most of the parks in the study area are in need of rehabilitation and improvement. Improvements to the District 2 parks will be part of a larger combined project referred to as "District 2 Park Improvements" and is funded for FY 2008-2009. All of the parks are in District 2 with the exception of Belmeade and Mahncke.

Most of the parks in the study area are in need of rehabilitation or improvement.

Neighborhood Parks (NP)

Dignowity – Surrounded by some of the best maintained and most significant homes in Dignowity Hill Historic District, the park's facilities and landscaping are in need of

renovation. Current facilities include a basketball court, plaza and tables. Improvements are included in the Parks Department Strategic plan. It is adjacent to Lockwood Park.

Healy-Murphy – Located next to the Salvation Army homeless shelter and senior center. Current facilities include a playground and basketball court.

Belmeade – Contained entirely within the Belmeade neighborhood, this park has walking trails.

Pershing – Located in the Government Hill neighborhood, this park has a playground, playing fields and open play area. Basic park and playground improvements have been funded.

Mahncke – The heart of Mahncke Park neighborhood, recent projects include fountain and landscape improvements that improve the park's interface with Broadway and its existing connection to Brackenridge Park.

Community Parks (CP)

Lockwood – Immediately adjacent to Dignowity Park, Lockwood has an 8,700 square foot community center/gymnasium which is slated for demolition for the construction of a new covered basketball court.

Woodard – Located in a pocket south of I-37, west of North Walters and north of the railroad track, this park features a community center, playground and basketball court.

Large Urban Park (LUP)

John James – Amenities include a playground, hiking trails and two baseball fields.

Greenway (GW)

Jack White – Undeveloped with a Park Police substation.

Special Use Facility (SUF)

San Antonio Botanical Garden– An important community resource, the facilities include a lake, conservancy, and children's garden. The Botanical Garden in conjunction with Mahncke Park could serve as an important link between Fort Sam Houston and Brackenridge Park.

5.3.4 COMMUNITY AND RECREATION FACILITIES

Lowe Woods Education and Community Complex, 532 Center Street – Run by the St. Paul United Methodist Church, this is a community education center where people can enroll in community colleges.

Salvation Army David Coy Center, 226 Nolan – Located next to Healy Murphy Park, this center provides a homeless shelter as well as a senior nutrition program.

Healy Murphy Child Development Center and High School, 618 Live Oak – Provides child care and education for at-risk youth.

Ella Austin Community Center, 1023 N. Pine Street – Located in Dignowity Hill, this community center has programming for early childhood, youth, family, and seniors. The center is funded to receive general facility rehabilitation in association with the Department of Community Initiatives.

YWCA, 314 N. Hackberry #101– Servicing the community and supporting women's and family needs.

Lockwood Community Center, 801 North Olive – Slated for demolition for the construction of a new covered basketball court.

Woodard Community Center, 1011 Locke – The parks department runs a year-round recreation program here Monday – Saturday.

San Antonio's East Side Sports Complex (Future) – funded by the Antioch Community Transformation Network (ACTN), the sports center will be a privately-owned sports complex and gymnasium. It will be located on Walters Street and Eross. This 22,600 square foot facility will include NCAA regulation basketball court, aerobics/fitness room, ballet and dance studio, walking track, and a fitness facility. The City will pay ACTN a user fee generated from TIRZ funds so that the facility is open to the public. Usage will include programming for seniors, middle school and high school sporting events, childcare, and community programming.

Oscar Eason Multi-use Center (Future)– Not immediately in the study area at 1602 E. Commerce Street, this 68-unit senior apartment complex with storefront and community center will also contain an underground parking facility.

5.3.5 EDUCATIONAL FACILITY RECREATIONAL RESOURCES

Independent school districts within the study area include San Antonio (SAISD), Judson (JISD), Northeast (NEISD), Alamo Heights (AHISD) and Fort Sam Houston (FSHISD). With the exception of Fort Sam Houston ISD, the only public school district with schools in the area is SAISD. There are also three small private schools in the study area. At one time the San Antonio Parks and Recreation Department maintained an inventory of school facilities as a part of their system plan. This inventory is no longer maintained. For this assessment, school facilities are considered community facilities accessible to the community, even if the access is restricted to a very limited use.

PreKindergarten and Kindergarten Schools:

St. David's Episcopal School, Private, 1300 Wiltshire Avenue, 78209, Terrell Hills

St. Paul's Episcopal Montessori, Private, 1018 E. Grayson St., 78208, Mahncke Park

The Circle School, Private, 217 Pershing Avenue, 78209, Mahncke Park

Healey Murphy, SAISD, 618 Live Oak, 78215, Downtown

Elementary Schools and P-K

Bowden Elementary*, SAISD, 515 Willow Street, 78202. Improvements include a new library and classrooms in 2003 as well as a new early childhood facility in 2004.

Fort Sam Houston Elementary, FSHISD, 3370 Nursery Road, Fort Sam Houston

Lamar Elementary*, SAISD, 201 Parland Place, 78209, Mahncke Park. Improvements are a new library, classrooms, PE facility and various repairs and upgrades in 2003.

Pershing Elementary*, SAISD, 600 Sandmeyer Street, 78208, Government Hill. 2002 Improvements include classroom and library additions, PE facility and various upgrades.

Tynan Elementary*, SAISD, 925 Gulf Street, 78202, Harvard Place. Improvements include classroom and library additions and an early childhood facility in 2003.

Washington Elementary*, SAISD, 1823 Nolan, 78202, Arena District. Improvements include classroom and library additions in 2002 and an early childhood facility in 2004.

Antioch Christian Academy, Private, 227 Eross, 78202, Government Hill

**After school challenge sites*

Middle Schools

Cole Junior High School, FSHISD, 1900 Winans Road, 78234, Sam Houston

Pickett Academy, SAISD, 1931 E. Houston Street, 78202, Dignowity Hill. No improvements.

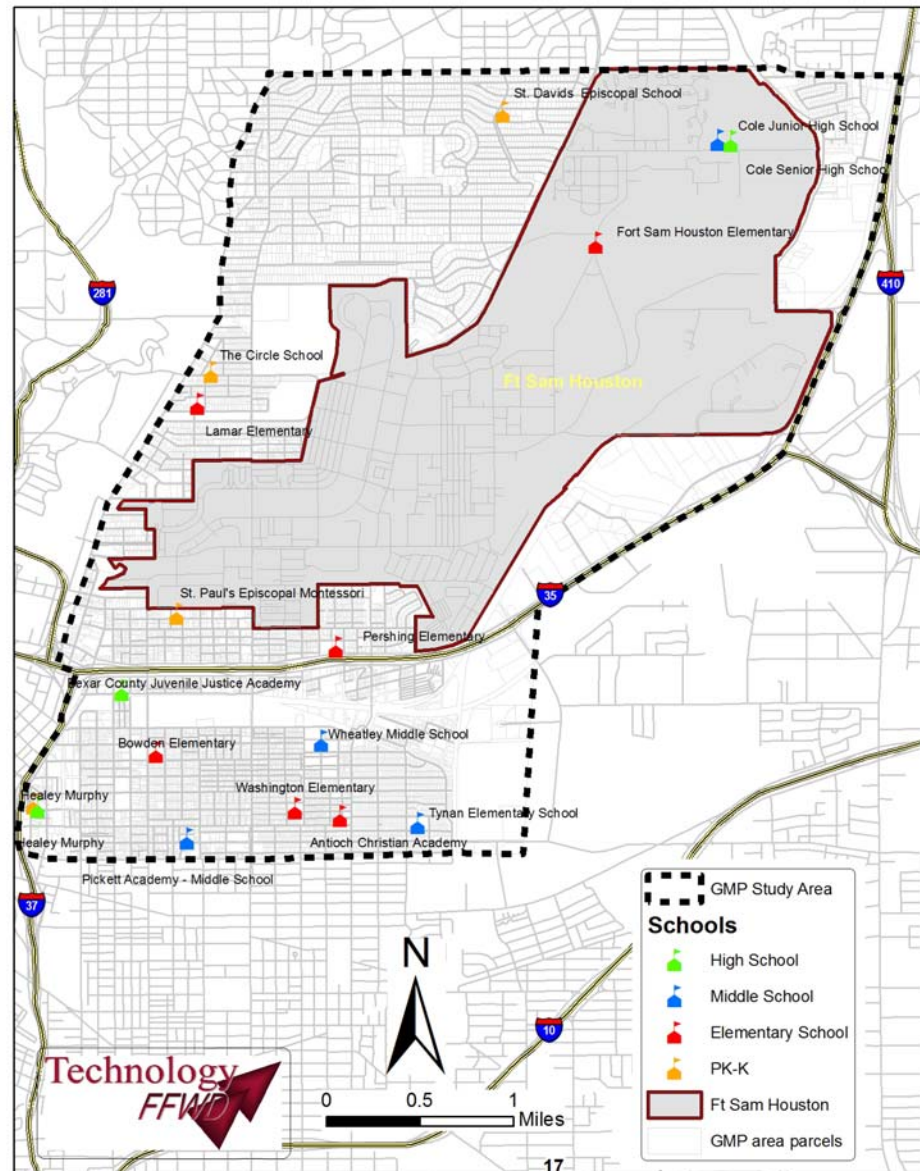
Wheatley Middle School, SAISD, 415 Gabriel Street, 78202, Harvard Place. New school completed in 2002. Construction was sensitive to preserve and restore the historically significant parts of the old building.

High Schools

Cole Senior High School, FSHISD, 1900 Winans Road, 78234, Fort Sam Houston

Bexar Co. Juvenile Justice Academy, Charter, 1402 N. Hackberry, 78208, Dignowity Hill
Healey Murphy, SAISD, 618 Live Oak, 78215, Downtown

Figure 5-6: GMP Study Area Map of Schools



5.3.6 OTHER RECREATIONAL FACILITIES

Horse Facilities AAA Boarding, 142 Holbrook Road, 78218

Oak Valley Stables, 234 Holbrook Road, 78218

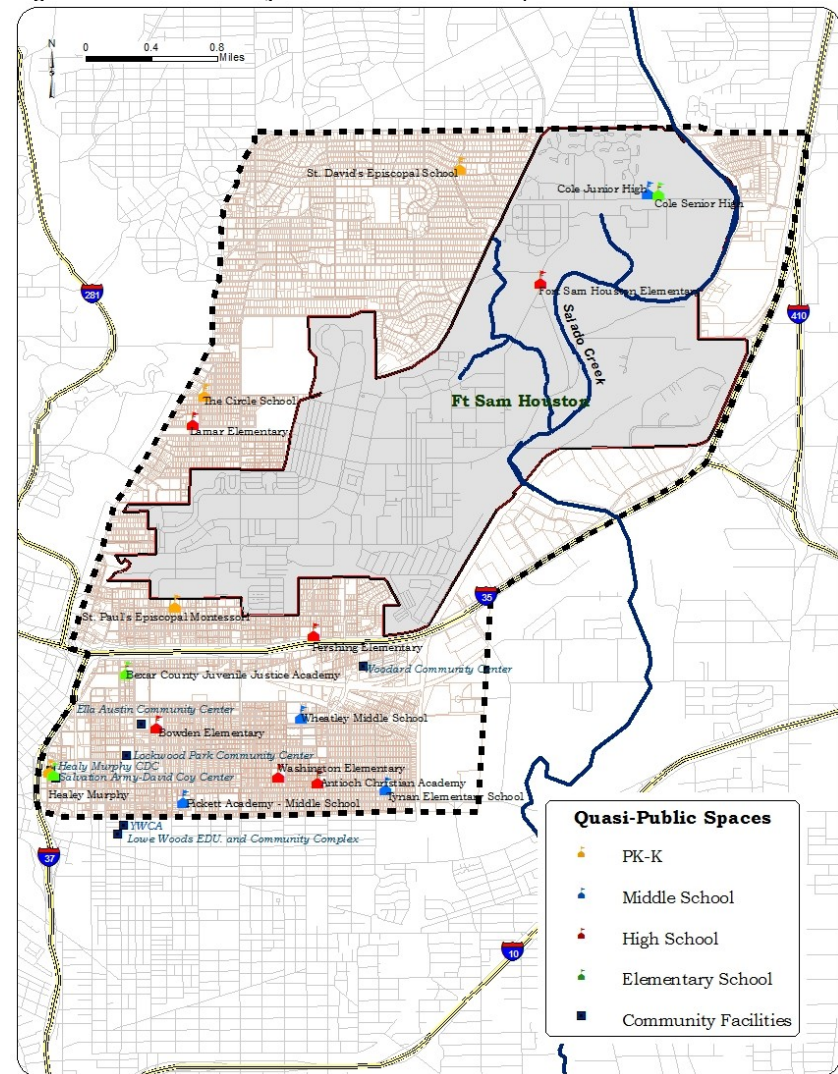
There has been a commercial stable on the property since 1921 when the property became the original polo barn and field for San Antonio. The stables came under their current ownership in 1991. See map on page 29.

5.3.7 QUALITY-OF-LIFE

Fort Sam Houston and its surrounding neighborhoods are rich in San Antonio history and culture. The existing residential neighborhoods within the study area have sufficient historic housing stock to contain three city-designated Historic Districts and one Conservation District. Fort Sam Houston boasts the largest collection

of historic structures of any Army facility. The post has a National Historic Landmark District and a Conservation District containing over 900 historically significant structures, 723 of which are eligible to be on the National Register of Historic Properties, and five are on the National Register of Historic Properties including the Quadrangle, Clock Tower, Pershing House, Gift Chapel, and the Old BAMC. It also has 13 historic landscapes which include the five historic posts and other features. Fort Sam Houston is quite literally an architectural history on display spanning styles and motifs since its founding in 1845 to date.

Figure 5-7: GMP Study Area Quasi-Public Spaces



The historic character of the neighborhoods adjacent to Fort Sam Houston provides a visible guideline for development.

These areas have maintained their original street grid and at one time were pedestrian-friendly environments with civic institutions and neighborhood commercial districts.

Neighborhoods in the north, northwest, and west including Alamo Heights, Terrell Hills, Belmeade, Mahncke Park, and Westfort have the greatest access to recreation and culture. Neighborhoods in the south central, southwest, south and southeast, including Government Hill, Downtown, Dignowity Hill and Harvard Place-Eastlawn have problems related to crime, safety and infrastructure, and have limited access to entertainment recreation and culture.

Neighborhood amenities and access to entertainment are concentrated on the lower Broadway commercial corridor to the west and northwest and the downtown River Walk to the southwest. The southern sector containing Dignowity Hill and Harvard Place has one main commercial hub at Houston and N. New Braunfels which contains an H.E.B. grocery store, Walgreen's and various other shops and fast food restaurants.

Quality of Life Requires Places That

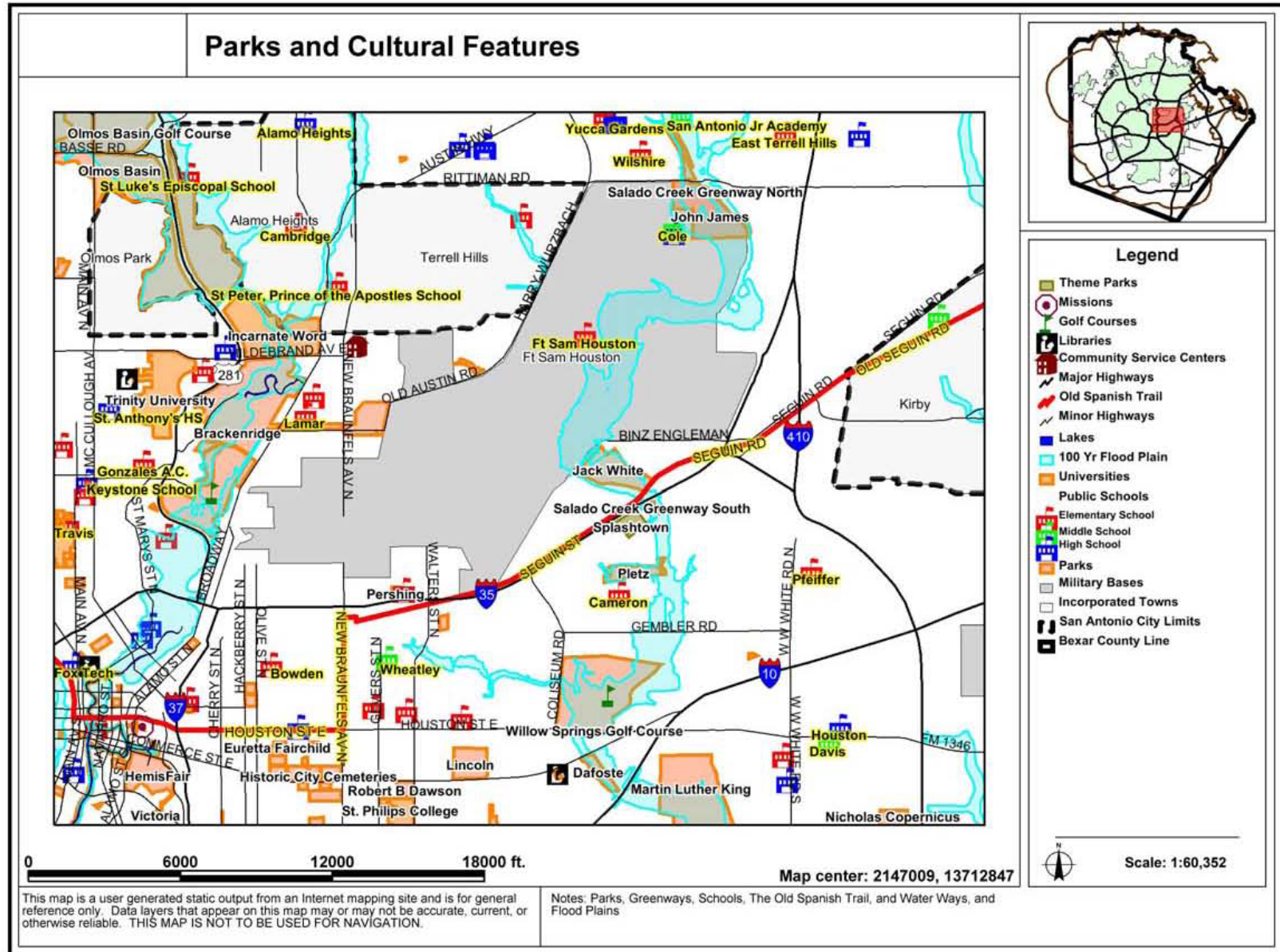
- **Draw people together through a powerful sense of identity.**
- **Celebrate a unique character and sense of history.**
- **Have access to entertainment, recreation and culture.**
- **Maintain a tolerant, diverse community sensitive to gender, ethnicity, income and age.**
- **Incorporate a variety of transportation options including public transportation, pedestrian, bikes, and automobiles.**
- **Create a perception of safety where people feel safe from crime and traffic.**

Urban Land Institute

GMP FINDINGS

- **Pedestrian facilities are incomplete, inadequate and inaccessible.**
- **Neighborhood Mobility Links are inadequate or nonexistent.**
- **Public transportation is inadequate.**
- **Activity centers are lacking.**
- **Degraded housing and infrastructure, poor streetscapes and poor lighting create an unsafe environment.**

Figure 5-8: Parks and Cultural Features



As described in the San Antonio/Bexar County Metropolitan Planning Organization's Mobility 2030 report as well as in the neighborhood plans, most of the existing pedestrian facilities are incomplete, inadequate and inaccessible.

The existing system does not adequately link neighborhoods with public transportation or activity centers. Conditions include sidewalks that are too narrow, in poor condition, or non-existent. A lack of curb ramps hinders access to transit stops. However, the City has recently invested in streetscape improvements along Houston Street and the AT&T parkway.

An existing and proposed bicycle network consists of a route along Mahncke Park connecting to Brackenridge Park, Josephine between Broadway and Fort Sam Houston, bicycle lanes along Broadway connecting to the River Walk downtown and also cutting over on Hays Street to the Hays Street Bridge (yet to be restored as a pedestrian/bike path). Other nearby future projects focus along the Salado Creek Greenway.

As documented subsequently, starting with the lower part of Mahncke Park in the northwest section and continuing down through the west, south, southwest, southeast, the area, derelict houses, lack of infrastructure, poor streetscapes and poor lighting create an unsafe environment - real and perceived.

5.3.8 LIBRARIES

The closest branches are:

- **Central Library** at 600 Soledad (238,000 s.f.) which was built 1995
- **Carver Branch** at 3350 E. Commerce Street (12,000 s.f.) which was built in 1994
- **The Landa Branch** at 233 Bushnell, (5,252 s.f.). Major renovations of this historic building and gardens were completed in 2008.

**No Public Libraries
Exist within the
Study Area.**

5.3.9 FAITH-BASED ORGANIZATIONS

More than twenty-eight faith-based organizations were found in the study area. Many of these churches fill in the gaps of the recreational and social services in the study area. Concentrated mainly in Dignowity Hill, Government Hill, and Harvard Place-Eastlawn neighborhoods, these institutions are important social networking sites for the community.

5.3.10 NEEDS

The communities south of the post are under-served, and the condition of existing resources is poor. Many needs have been included in the 2006 -2016 Parks and Recreation Department System Strategic Plan and identified in Neighborhood Plans prepared in conjunction with the City of San Antonio Planning Department. The needs include creation of additional neighborhood parks as well as improvement and staffing of existing parks to assure safety, security, accessibility and quality programming for the diverse population. The community also needs to focus on connections that bring together the many isolated pockets created by the web of interstate highways, railroads, rail yards and boundaries of Fort Sam Houston.

5.3.11 NEIGHBORHOODS/DISTRICTS

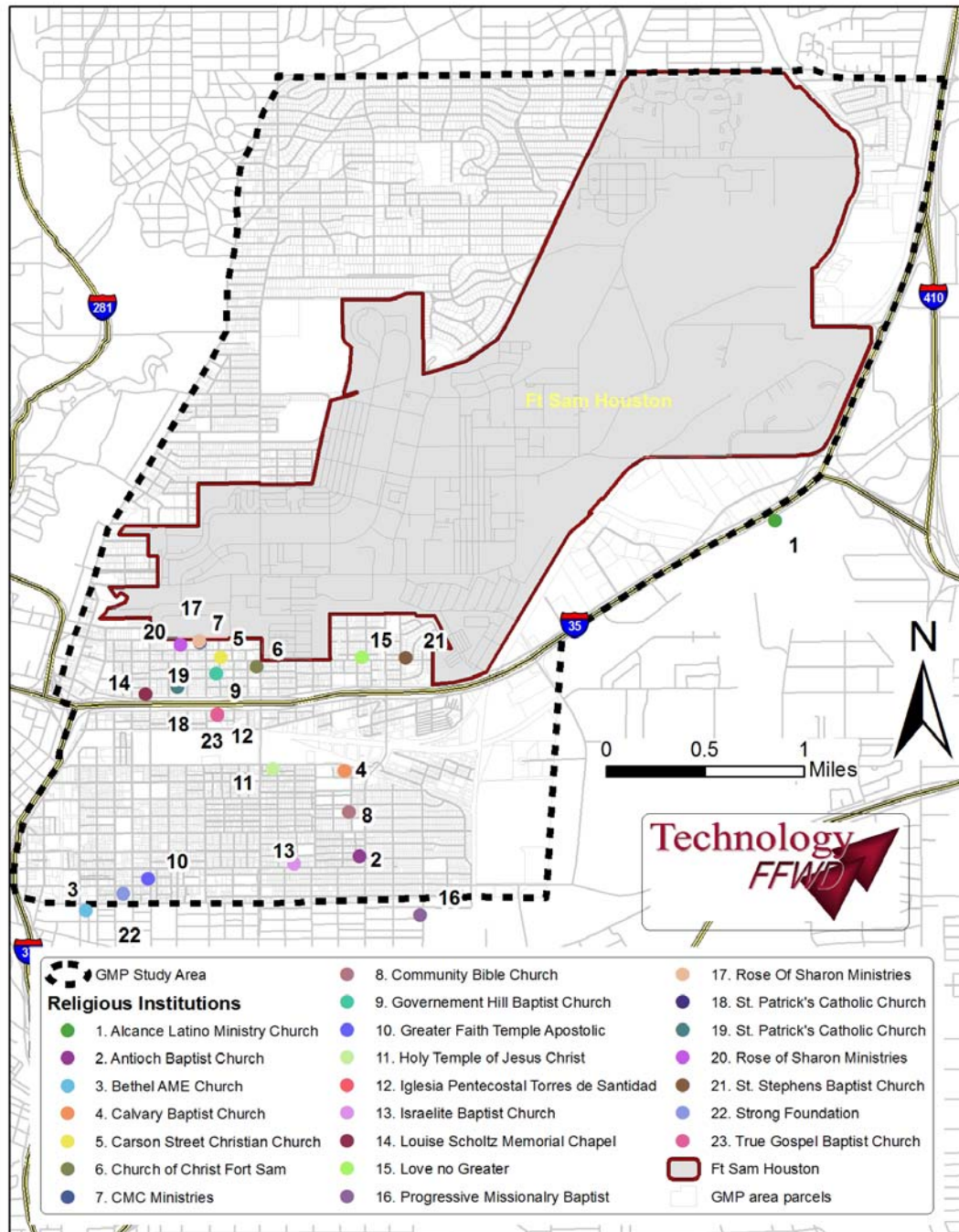
For the purposes of this section of the report, the neighborhoods described are ones that have a Neighborhood Plan or have otherwise been recognized by The City of San Antonio.

Faith-Based Organizations within the Study Area:

- Alcance Latino Ministry Church
- Antioch Baptist Church
- Bethel AME Church
- Calvary Baptist Church
- Carson Street Christian Church
- Church of Christ Fort Sam
- CMC Ministries
- Community Bible Church
- Embassy Church
- Evers Road Christian Church
- Government Hill Baptist Church
- Greater Faith Temple Apostolic
- Holy Temple of Jesus Christ
- Iglesia Pentecostal Torres de Santidad
- Israelite Baptist Church
- Jubilee Outreach
- Louise Scholtz Memorial Chapel
- Love No Greater
- Now Word Christian Church
- Progressive Missionary Baptist
- Rose Of Sharon Ministries
- St. Joseph's Roman Catholic Chapel
- St. Patrick's Catholic Church
- St. Paul's Episcopal Church
- St. Stephens Baptist Church
- Strong Foundation
- True Gospel Baptist Church

Refer to Figure 5-x: GMP Study Area Map of Religious Institutions

Figure 5-9: GMP Study Area Map of Religious Institutions



Needs Identified in Community Plans

Parks

- Improve existing park facilities and create safe, well-lit areas for the community
- Acquire additional park acreage to meet neighborhood park service goals
- Develop the Salado Creek corridor and other natural creek ways into greenways

Community Facilities

- Fund additional community facilities for school additions, community centers, libraries, health care providers and child and elderly care providers.
- Increase recreational amenities such as baseball diamonds, skating rinks, bowling centers, and playgrounds
- Improve Public Safety and expand police facilities/presence

Programming

- Expand early childhood, urban youth and senior programming

Transportation

- Improve pedestrian networks with safe, well-lit pedestrian trails and sidewalks
- Increase bicycle networks
- Improve and rehabilitate streetscapes to provide safety and access
- Provide improved bus-stops and other forms of public transportation

Cultural Resources

- Include Master Plan - Historic East Side Cemeteries in revitalization efforts
- Develop incentives to rehabilitate/restore existing housing stock
- Support education and marketing to highlight the rich cultural history of the area

River Improvement Overlay District (RIO-1) This district overlays the Broadway corridor in the neighborhoods of Mahncke Park, Westfort and Government Hill. This district recognizes the important historic, cultural and commercial character of Broadway from Hildebrand Avenue south to US Highway 281 North. It is the northernmost of six such districts that include a mix of residential, commercial, and recreational uses. The design objectives for RIO-1 are to maintain the character of existing residential neighborhoods and redevelop commercial nodes, encourage mixed-use redevelopment of the urban character along Broadway and Avenue B, and to maintain scenic open space and the natural character of the River, particularly through Brackenridge Park.

Mahncke Park: Mahncke Park Neighborhood is a Conservation District which is a distinction the City has established for neighborhoods or areas that are worthy of preservation and protection, but may lack sufficient historical, architectural or cultural significance at the present time to be designated as historic districts. Mahncke Park is unique because its prime location and amenities include its direct connection to a thriving Broadway commercial corridor, a 10-acre neighborhood park which links directly to the Brackenridge Park complex, proximity to a variety of museums and the Botanical Gardens, and historical and thematically-significant architecture of the area's housing stock. Many of the homes to the north of the park are bungalows dating back

from the 1920's with mixed-generation and multifamily housing to the south. The open space connectivity created by linkages to points to the west (Brackenridge Park and the Broadway Corridor) and to the open space on-post, provides a unique opportunity to unify access to recreational, cultural, and entertainment amenities throughout the study area.

Westfort: Originally platted in 1909, Westfort includes an area called Army Terrace to the north and Narcissa Place to the south. Westfort is an architecturally eclectic neighborhood with a mix of housing styles, types and uses. Houses and apartment building styles range from late Victorian to early and mid-20th century. The neighborhood has a large section of commercial development along Broadway, and the goal of the updated Westfort Alliance Land Use Plan is to create a pedestrian-friendly mixed-use corridor with commercial sites along Broadway and a mix of single-family, medium density residential and compact multifamily in the more residential section closer to Fort Sam Houston.

The Westfort area does not contain any public parks although it is located between the Brackenridge Golf Course and Fort Sam Houston. The neighborhood would like to see a greenbelt formed where the historic Acequia Madre used to flow through the neighborhood.

Healy-Murphy Historic District: In this small historic district on the southwest side of the study area, the former church and St. Peter Claver School were opened in 1888 by Margaret Healy Murphy. This was the first private school dedicated to educating African-American children in Texas. Currently the property and the buildings are a one-acre neighborhood park and school run by SAISD for youth at risk. The school caters to pregnant teens and provides early child care and a high school.

Dignowity Hill: Dignowity Hill was the first exclusive residential area in San Antonio, preceding King William and Laurel Heights. Settled as estates with one house per block in the 1850's on an 80-foot hill overlooking downtown San Antonio, Dignowity Hill was named for Dr. Anthony Michael Dignowity.

The arrival of the Southern Pacific Railroad in 1877 began another phase in the development of the Dignowity Hill neighborhood. The area became a hub for new railroad-related industry. In 1890, an iron works factory and the streetcar service trolley line along Burnet Street arrived to the area, while sewer and water became available by 1903. By 1914, the neighborhood was surrounded by industry on the north and west, commerce on the south and modest homes on the east. The area began to transform in the 1920's, as wealthy families moved to newer housing areas, thus, leading to the subdivision of estate lots for the construction of newer, smaller houses. By 1930, most of the large original homes had been destroyed. Mr. Dignowity died in 1875, and his house, Harmony House, was torn down and replaced with a City park in 1926.

The structures within the Dignowity Hill Historic District are primarily turn-of-the-century with a few homes remaining from the 1880's. Houses range in scale from modest "shot-gun" styles to two- and three-story structures with classical columns. The Historic

Resources Inventory from 1994 indicates that within the Dignowity Hill Historic District, 86% of the structures contribute to the overall historic nature of the neighborhood.

Today Dignowity Hill is plagued with an aging and diminishing population, many vacant structures and absentee landlords and property owners. The population is mixed with a dwindling group of lifelong Anglo residents; long-time African American residents, and more recent Mexican American residents. Recently a small number of urban professionals have bought and restored some of the historic homes for the convenience of a downtown location, unique housing stock and a decent quality of life.

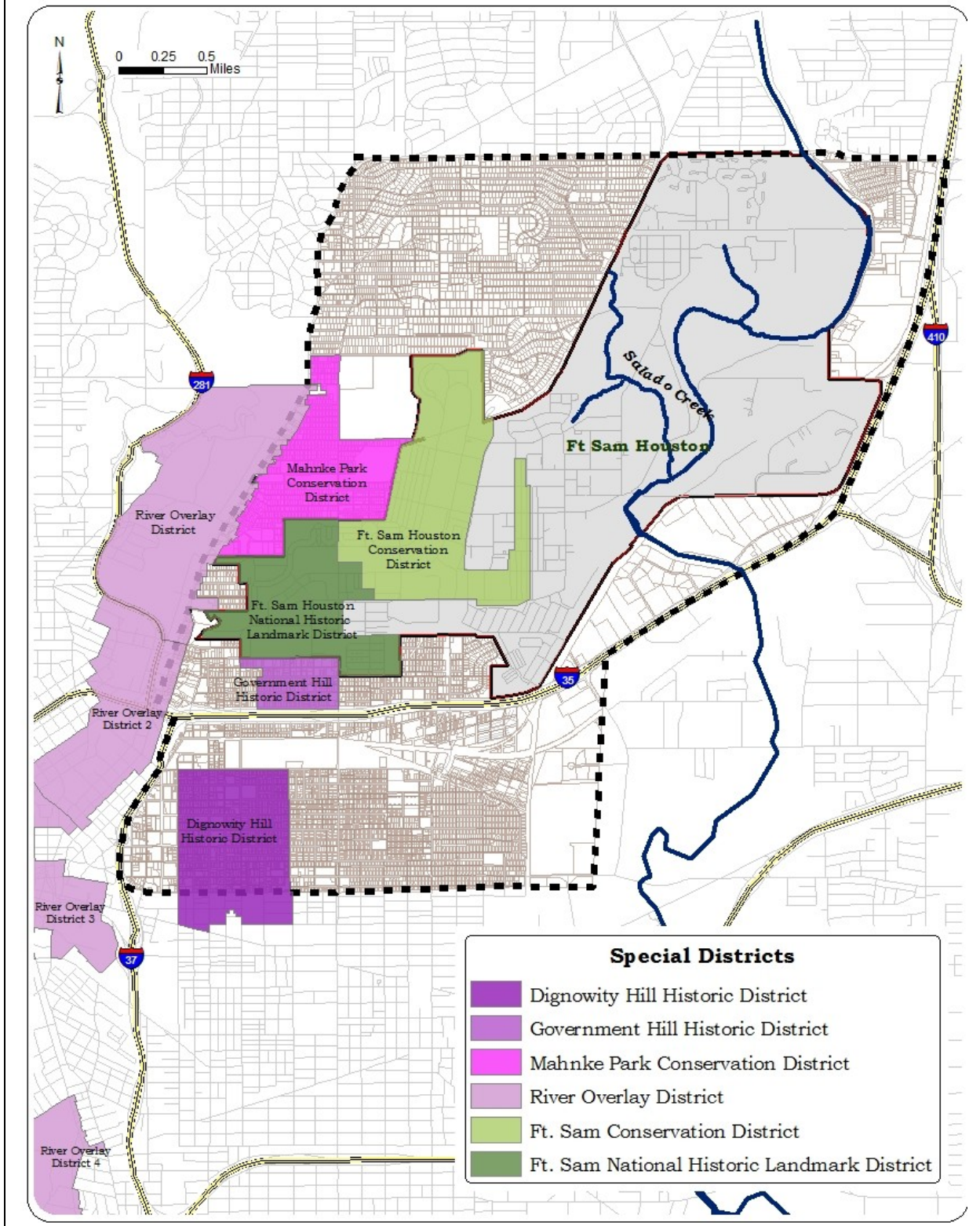
Harvard Place – Eastlawn: The commercial hub of the southern sector is located at the intersection of Houston and N. New Braunfels. The community supports an HEB grocery store, Walgreen's, various fast food restaurants and other stores in smaller, aged strip-malls. More commercial development is concentrated along North New Braunfels from Houston to Sherman Street. With the exception of the major arteries, the remainder of the neighborhood is single-family residential. The majority of the houses were built between 1940-1959 (64.5%) and contain examples of neo-traditional and ranch, while 30% of the homes were constructed between 1920-1939. A large number of residence in this neighborhood rely heavily on the VIA bus network for transportation.

Government Hill Neighborhood: The formation of the Government Hill Historic District received final approval by the City of San Antonio on September 20, 2001. Government Hill is one of six San Antonio suburbs that developed during the "Gilded Age" of the City's history that lasted from 1890 to 1930. The other opulent suburbs of this era are Monte Vista, Alamo Heights, West End (Woodlawn Lake area), Tobin Hill, and Laurel Heights. All of these neighborhoods feature fine examples of turn-of-the-century architecture. The commercial district along North New Braunfels is an intact strand of one- and two-story commercial block architecture that effectively served as the area's main street.

The history of Government Hill is integrally linked to that of Fort Sam Houston. By the late nineteenth century, the Government Hill area was home to over 12,000 people. The area grew at an even more prolific rate during the World War I and World War II eras. However, after World War II, the residential sector began to decline and rapid growth of commerce led to conversion of many architecturally significant single-family homes to multifamily housing. In the early 1950's, the area was split geographically by the construction of Interstate Highway 35, leading to further decline of the original residential sectors.

The Government Hill Historic District is 93% residential with 49% contributing to the historic pattern of the neighborhood. Some 43% of properties date from 1900 to 1919 and the housing types are mostly bungalows and L-shaped plans. Within the larger Government Hill neighborhood, pockets of historic structures and a few significant individual structures exist.

Figure 5-10: Special Districts



6.0 COMMUNITY REVITALIZATION

The core GMP strategy is to create a living/working environment on San Antonio's East Side that will allow the military and a growing community of non-military economic, educational and high-tech industries to attract, grow and sustain the high quality workforce needed by activities that include health care, graduate education, research, centers of excellence in medicine, the largest health care technician training school in the United States and military command headquarters with related high-tech, communications, security and other support functions. The complex that the military is striving to create at Fort Sam Houston can best be supported and leveraged by a nearby smart-growth community that is attractive to a quality workforce and connected to the work space by convenient and eco-friendly transportation. Eco-friendly transportation is often described as walk-able and bike-able. A more "Texas" characterization might also include "suited to horses or golf carts," but transportation can also include electric trolleys and a variety of other systems.

Creating a high quality of life living environment in San Antonio's East Side, while also maintaining the character of the area and protecting the interests of existing residents will require significant comprehensive intervention. Such an intervention program has been proposed, to be implemented through a military/civilian partnership. The initiative includes a comprehensive program to provide housing, office and medical facilities, public safety and educational programs and significant investment in transportation and infrastructure. In parallel, significant, comprehensive intervention means upgrading existing homes and businesses, initiating mixed-use commercial development, adding to parks and open space, providing cultural resources and community and youth programs. Finally, significant intervention means supporting the five-part business development strategy outlined in this plan. The comprehensive intervention effort will rely on private sector investment supported and guided by strategic public investment with funding realized through a number of public financing vehicles as described in Section 8.

Recommendation: The City of San Antonio should leverage BRAC expansion to improve the economic conditions on San Antonio's East Side by crafting a significant, comprehensive intervention program developed with State and Federal assistance. The program should be available to all Fort Sam Houston personnel as well as persons who work in health care, education, technology, communications, law enforcement and other Fort Sam Houston support businesses located in the targeted redevelopment area. Elements of the intervention program include housing, excellence-in-education, aggressively focused crime reduction, transportation improvements, connectivity and quality of life enhancements.

An action plan to implement this recommendation is outlined in Appendix A of the Growth Management Plan. The action plan presented in the Appendix is a high-level plan which frames the actions required. A detailed plan needs to be developed to fill in the details of this framework.

An Authority is proposed as the mechanism for implementing the recommendation. The Authority would be modeled on those that have managed the transformations of both Kelly

and Brooks. State-authorizing legislation for such an authority exists, but minor changes are proposed. To accelerate this process, the City could start with a non-profit corporation which would be converted to an authority once the State law amendment has been passed. The proposed amendment is included as in Appendix A to the Growth Management Plan.

The GMP process has included division of the region into study areas. Each area was evaluated as to highest and best use mix of activity needed to support that use, the site-carrying capacity and compatibility with neighborhood planning goals. The result has been to develop a detailed “land use concept” for each parcel. An index plat illustrating the planning parcels is shown on page 38. Note that a proposed addition to Salado Creek Park, which is discussed in the next section, appears in light green on the plat. For a discussion of the development concept for each parcel, please refer to the appropriate Task Report (Task 4 for On-Post and Task 5 for Off-Post). This report discusses only priority, or “early development” sites. Each site discussion starts on a new page. This greatly facilitates the inclusion of maps and sketches in the text.

6.1 REVITALIZATION OPPORTUNITIES

The Task 5 Report - *Fort Sam Houston Sustainable Neighborhood Revitalization and Redevelopment Planning* considers opportunities for business growth and neighborhood revitalization leveraged from BRAC. The Task 4 Report - *Fort Sam Houston Commercial Revitalization and Reuse of Army Surplus Property* considers similar opportunities for developing on-post property. The following pages summarize these two reports. These include:

1. Portions of a proposed Salado Creek Greenway;
2. A proposed economic development zone around SAMMC North;
3. A proposed zone in which housing rehabilitation and infill development would be encouraged and supported, and where small business growth would be fostered;
4. A series of site descriptions which illustrate the potential for synergistic economic growth and development in close proximity to Fort Sam Houston that would reinforce and support the post mission.

These clusters are discussed briefly, but for more detail, the reader is referred to the Task 4 and 5 reports.

The initial step was to divide the study area into smaller parcels. These were selected based on a number of factors including existing land uses, neighborhood goals, availability or potential availability of services, natural or constructed barriers like highways and rail lines, and the potential uses of the site. In some cases the small parcels that were selected extend beyond the study area boundary.

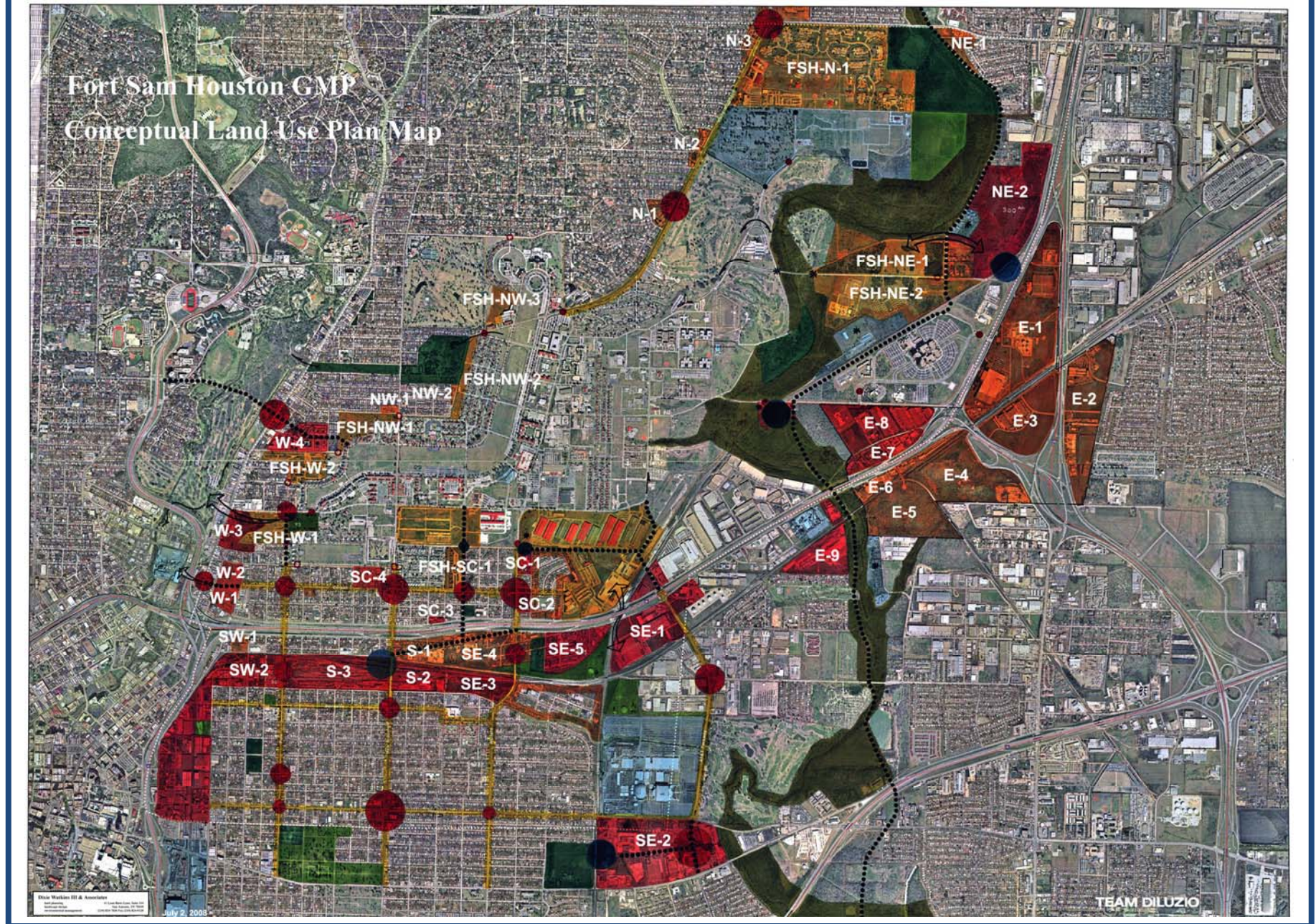
Each small parcel was given a location code, and data for the parcel were gathered and assembled for analysis. In addition, a series of development “success stories” was assembled and screened for common factors or ideas that would permit or support rehabilitation or development. Previous studies of the area, particularly a fairly recent Urban Land Institute study, were reviewed. Parties engaged in development and other stakeholders were also asked to provide comments or suggestions for use in planning potential development scenarios. Public input was also sought through two visioning

sessions and three public meetings. Information from such sources has been considered and integrated into the analysis presented in this plan.

Each small area was evaluated based on a proposed highest and best use as well as the mix of activity needed to support that use, the site carrying capacity and compatibility with neighborhood planning goals. The result is a “land use concept” for each parcel. An index plat illustrating the planning parcels is shown on the next page, and a matrix of land uses is provided in Task Report 5 for each such parcel. Note that a proposed addition to Salado Creek Park, which is discussed in the next section, appears in light green on the plat.

For a discussion of the development concept for each parcel, please refer to the appropriate Task Report (Task 4 for On-Post and Task 5 for Off-Post). This report discusses only a few selected priority “early development” sites. Each site discussion starts on a new page, greatly facilitating the inclusion of maps and sketches in this report.

Figure 6-1: Growth Management Plan: Conceptual Land Use Plan Map



6.2 SALADO CREEK GREENWAY

This section proposes both a parkway and a linear park.

6.2.1 THE SALADO CREEK PARKWAY

Salado Creek Parkway is an invaluable traffic corridor anchored in a highly desirable linear park. The parkway would connect the post to Loop 410 to the north. It would follow Salado Creek along the northern portion of Fort Sam Houston, to cut through the post along the railroad alignment west of SAMMC-N. This would provide improved access to SAMMC-N and access to the proposed health care and technology overlay district described in Paragraph 6.4. It would also provide connectivity for homes and other elements of Holbrook Woods, the proposed multipurpose development described in Paragraph 6.5.2. The parkway would also connect SAMMC-N, the proposed Hospital District and Holbrook Woods to: (1) IH-35 on the south; and, (2) Through an improved corridor grid south of IH-35, to IH-10 further to the south¹. Such connectivity would relieve pressure on both IH-37 and Loop 410 East of the post. The parkway would: (1) Significantly enhance traffic flow and connectivity along the eastern edge of the post; (2) Provide significantly improved connectivity for SAMMC-N, the proposed district and the proposed multipurpose development. Together with the linear park, it would provide a significant sense of place and an attractive buffer for the post.

SALADO CREEK GREENWAY PROVIDES

- A sense of place
- An attractive buffer for the post
- A corridor linking neighborhoods
- A contribution to the park space
- A world class equestrian amenity
- An attractive setting framing a desirable connection to proposed living space which supports SAMMC-N and the Health Care Business Zone.

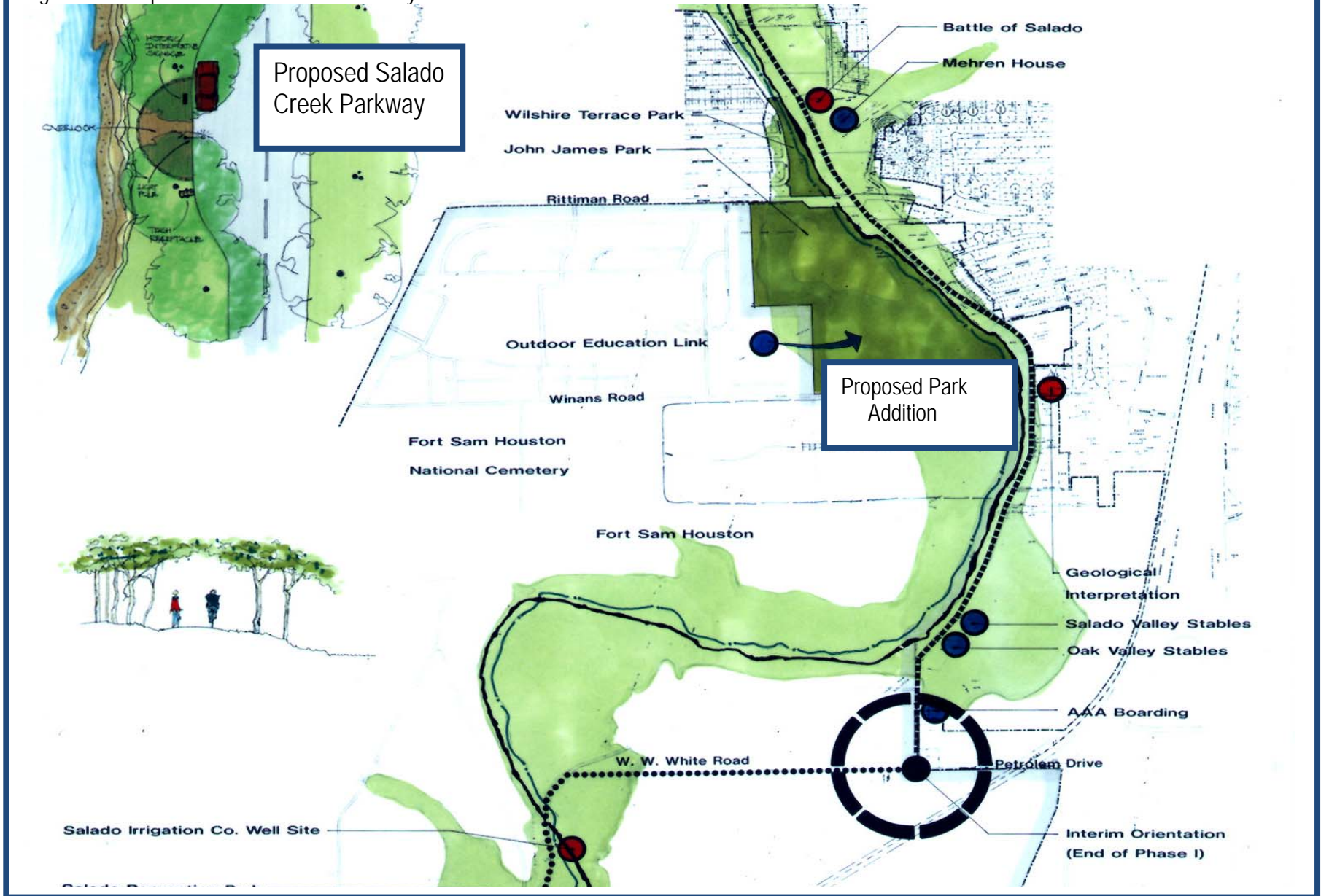
6.2.2 SALADO CREEK PARK

As noted, there is a significant deficit of park and open space in the area around Fort Sam Houston. This shortage is mitigated somewhat by the area's proximity to Brackenridge Park and other park and recreation amenities along the San Antonio River. However, Salado Creek provides an opportunity to create an unsurpassed space that is relatively unique. The area would be anchored by John James Park and Wilshire Terrace Park on the north. The linear park would include the parkway for much of its length along with a river walk, undisturbed open space and significant equestrian resources with linkage to the post as well as to the Rodeo and Fair Grounds.

A recommendation of this plan is to include a small parcel of post property east of the Veterans Memorial Facility into the park. This is the parcel shown in light green on the index plat (Figure 6-2: Proposed Salado Creek Greenway).

1. Note: There are some inconsistencies between the land use plat and the roadway improvement map in this report. Valid reasoning supports each alternative. Resolution of exact corridor placement is left to the detailed implementation planning that will follow this Growth Management Planning effort.

Figure 6-2: Proposed Salado Creek Greenway



6.3 INFILL HOUSING

There is a significant opportunity to refurbish San Antonio's East Side homes and create new homes on vacant lots or other small vacant areas. Such activity will create business opportunities for small home builders and remodeling contractors as well as business for materials suppliers and others. In addition, the infill housing and street improvements are expected to stimulate a rebirth of small businesses along main thoroughfares and at the intersections of such thoroughfares. This plan proposes not only an action plan to accomplish the revitalization but also a creative financing initiative that will make it possible for homeowners to participate. The plans are described in Appendix A to the Growth Management Plan.

Figure 6-3: Proposed Housing Infill and Rehabilitation Area



6.4 HEALTH CARE BUSINESS ZONE

The growth management plan also recommends establishment of a health care business zone near SAMMC North, partly on and partly off the post. Such a zone would attract health care and biosciences business, training, research and support facilities as well as supporting activities. The critical mass of health care activity and the environmentally pleasing setting support the GMP “health care excellence” concept. As previously noted, areas with such intensive redevelopment will require detailed studies to finalize a host of details, such as the size and placement of facilities and feeder roads, regional transportation system impacts, post security and connectivity.

Figure 6-4: Proposed Health Care Business Zone



6.5 EARLY START DEVELOPMENT AREAS

Several locations are parcels of property that are ideally suited to meet a particular aspect of the development strategy, which is to create an ideal, connected working-living arrangement. There are also sites on the post where small under-developed parcels of land are just across the perimeter fence from small under-developed off-post parcels. Such areas provide an opportunity for joint development.

This plan refers to the two types of property outlined in the preceding paragraph as under-utilized property, which must be distinguished from surplus property. The term “surplus property” has a precise legal meaning in federal property rules, which preempts the use of that term in this plan. The military will consider allowing the development of under-utilized property. The principal requirement for approval of such development is that the military must receive something in value that is equal to the value of the property use-right which they give up. An example is that the post might allow a facility to be built, expecting to occupy and use a portion of it. A “fair market value for fair market value” formula is used, which means that the ground rent (rent for land on which a building is located) the post might have received for the land must be equal to the rent they might have otherwise needed to pay for the space they occupy within the new facility. Of course, cash or other considerations can be used to balance the equation. Thus variations might be that the Army could offer a long-term land-lease with an expectation of lease-rent rather than occupying the resulting facilities. They might also allow a facility to be built on the post by a private party, occupy the entire facility and pay rent. In this

DEVELOPMENT PARTNERSHIPS

MUST

- 1. Meet a Fair Market Value Test
“What the military gets must equal what they give,” and**
- 2. Offer some net benefit to both partners.**

One ideal solution is a development which creates a higher and better land use that strongly supports the post mission and is conveniently placed on adjacent, merged on-post and off-post land parcels .

case the rent would be “discounted” from a market rental rate by an amount equal to a “land lease” for the site. In any scenario, the military should only be expected to enter into an arrangement that: (1) Meets the fair market value formula; and, (2) Also somehow enhances the post mission or otherwise creates something of value to the military. This is another way of saying that any military/civilian partnership needs to benefit both partners. Mutual benefit can be most easily realized where a development supports the post mission, or where consolidation of on-post and off-post parcels creates an opportunity for a more valuable land use. In addition to the health care business zone outlined above, several property parcels have been identified that appear to meet the foregoing test. These are briefly outlined in the following pages.

Each parcel of property has been given both a locator-designation and a proposed name. The name is for convenience in describing the site. The site designations correspond to locations on the planning index presented at the beginning of this section.

As noted previously, each site description starts on a new page. This greatly facilitates the inclusion of maps and sketches in this report. The sites described in this Task Report are:

Conceptual Map Locator Designation	Proposed Name
NE-1	James Crossing
NE-2	Holbrook Woods
SC-1	South Central
W- 3 with FSH-1	Cunningham Park
W-4 with FSH-W-2	Mulberry Place
FSH-NW-1, 2, and 3	Northwest Post Property
FSH N-1	Lincoln Military Housing
S-3	South and Southwest
SE - 3	Municipal Center

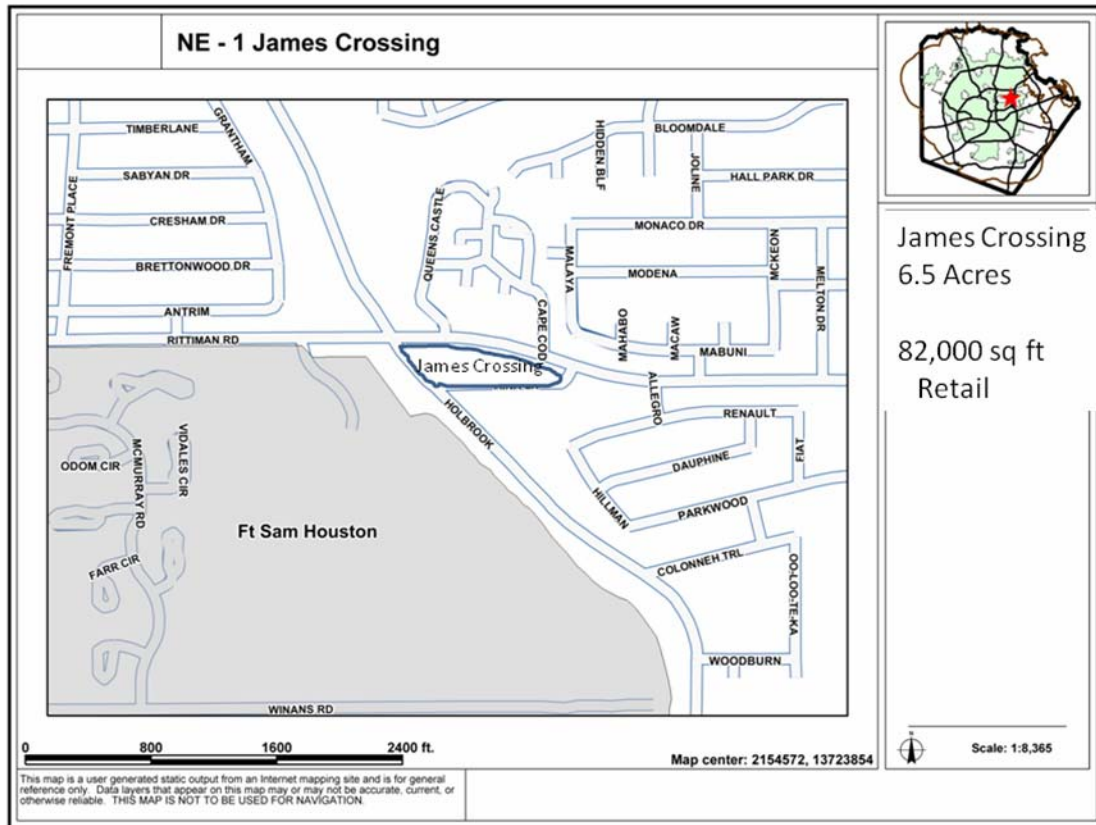
This plan recommends a comprehensive approach in which all the partnering proposals would be included in a comprehensive military/civilian agreement, with the “fair-market-value equation” being met for the overall package. This would allow the greatest flexibility as well as the greatest opportunity for public benefit. However, it should be noted that many features of the program could stand on their own if designed to meet the tests of a balanced fair market value (FMV) relationship for military and non-military participants.

The first site description begins on the next page.

6.5.1 NE-1 JAMES CROSSING

This is a small off-post parcel suited to retail development. It is located near the northeast corner of the post. It contains 7.5 Acres with a capacity for 82,000 square feet of retail space.

Figure 6-5: Proposed James Crossing Retail Development Area

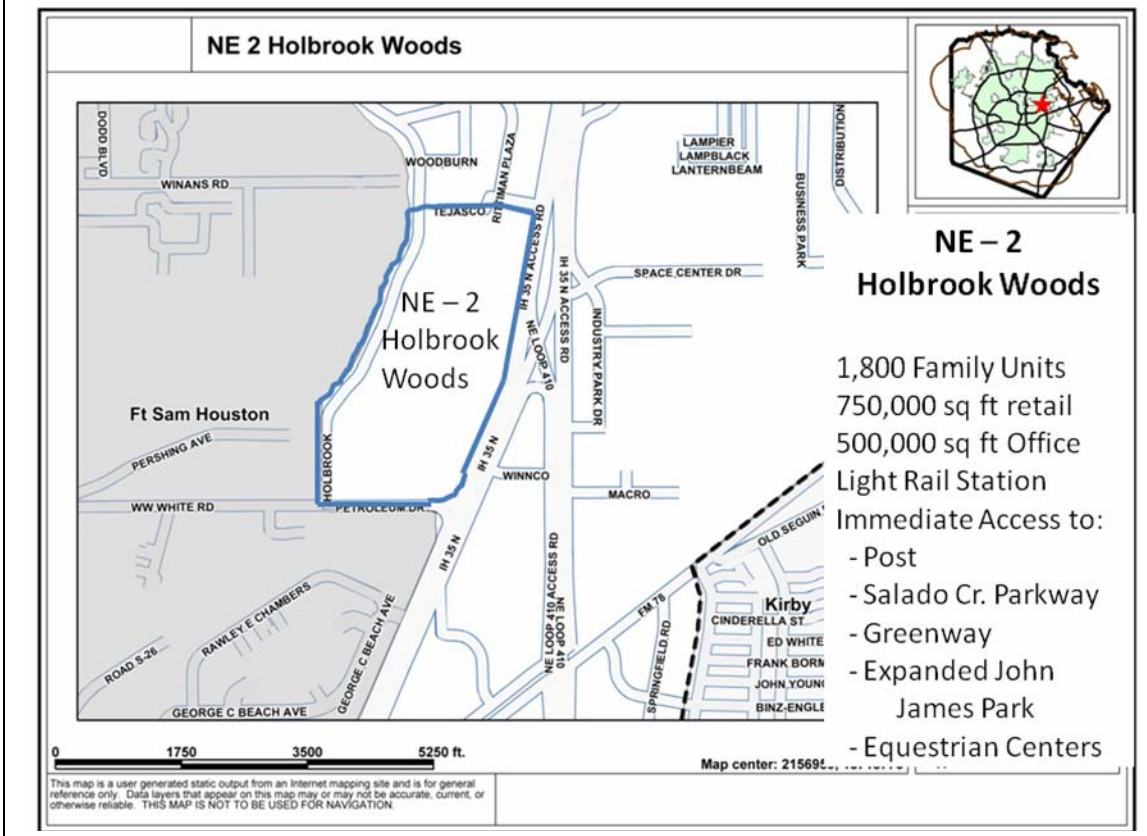


6.5.2 NE-2 HOLBROOK WOODS

This 106-acre site is located very close to SAMMC-N and the proposed medical overlay district. It would have immediate access to the proposed Salado Creek Greenway, providing both connectivity via the parkway and access to the park and equestrian facilities

and the river walk. However, because it is remote from other living space, the development would need to include retail space. The site would have convenient access to the proposed retail development at James Crossing. This site represents a particularly good example of the potential for blending excellent living space, convenient connectivity and an excellent work space at either SAMMC-N or the proposed health care business zone.

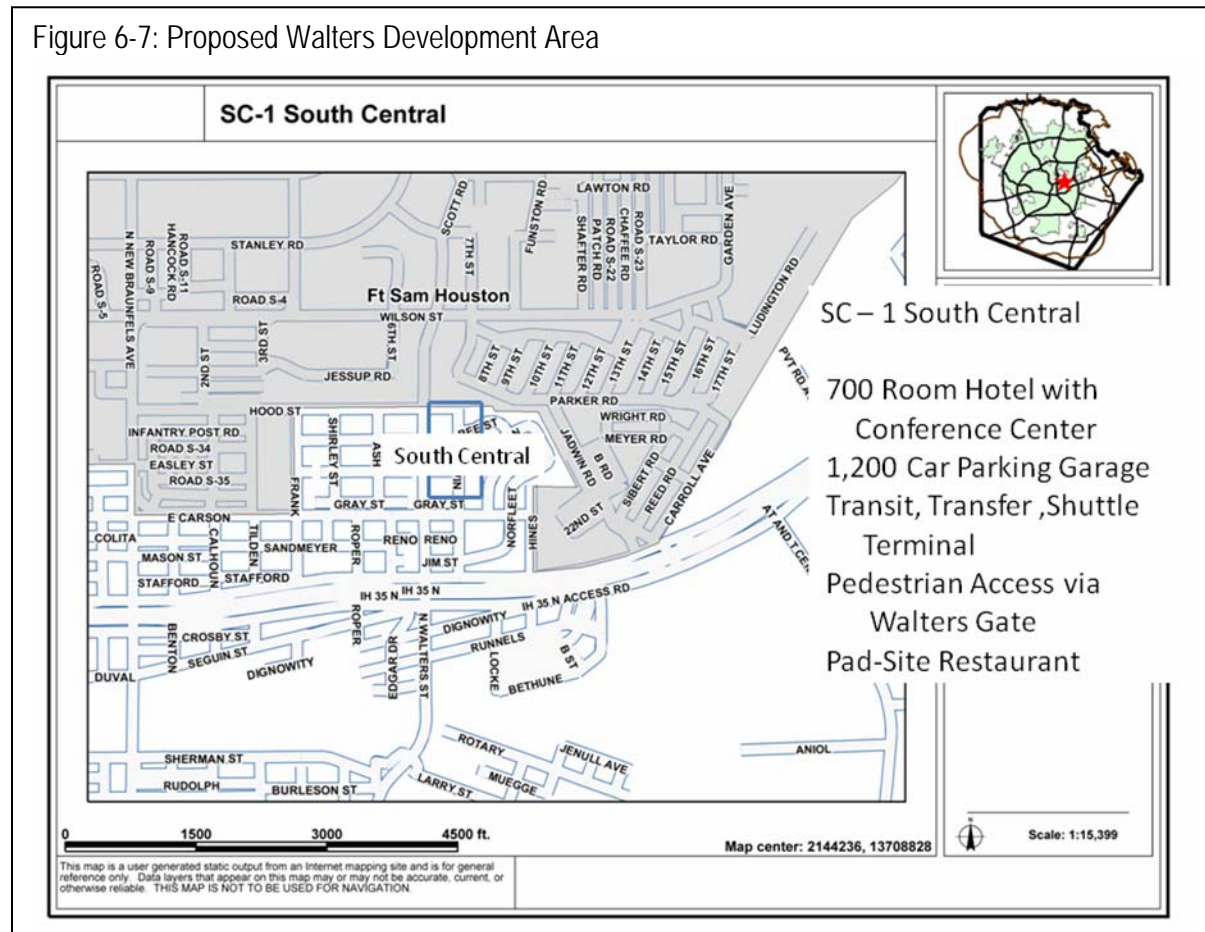
Figure 6-6: Proposed Holbrook Woods Mixed-Use Development



6.5.3 SC-1 SOUTH CENTRAL

This site provides an excellent example of the possibility of moving things to a more suitable off-post location while still serving post needs. With its proximity to the Walters Street Gate, the site would be suited to a hotel and conference center as well as a large parking garage. It would also be an ideal site for a light rail stop if the commuter rail were to follow the existing Union Pacific Track alignment as recommended in this plan. In addition, the site could accommodate convenient off-post office space for businesses serving Fort Sam Missions, and it could provide a restaurant and other retail services to support site workforce as well as the post workforce via convenient Walters Street access.

Figure 6-7: Proposed Walters Development Area



6.5.4 W-3 WITH FSH W-1 CUNNINGHAM PARK

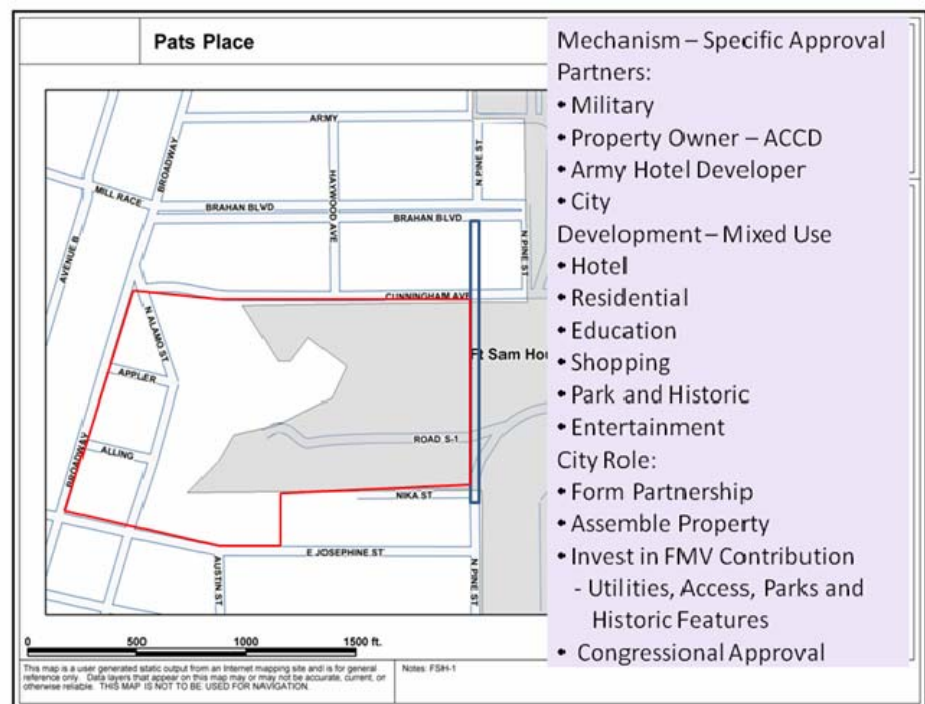
The conceptual plan for Cunningham Park is a mixed-use development centered on the southeast boundary of a westerly extension of the Post near the old Playland Park. The DiLuzio team suggestion is to relocate the post security fence to the west of an alignment of Pine Street. Pine Street could then be extended to become a portion of a peripheral arterial that would run along the eastern boundary of Fort Sam Houston. If extended along the entire south-western edge of the post as proposed, such a corridor would re-establish some of the connectivity lost with closure of New Braunfels Avenue.

Expanding the Playland Park parcel to include an adjacent, under-utilized peninsula on Fort Sam Houston and then incorporating several small properties fronting on Broadway would significantly enhance the potential of the site. This would also permit the extension of Pine Street. Extension of Pine Street and subsequent completion of the East-Fort Sam Beltway would also materially benefit both the post and the surrounding neighborhoods.

The second recommendation is to relocate the post hotel planned for the on-post community center. This would provide the core for a community center connected to the Broadway Corridor, Brackenridge and the emerging River North area. In addition the development plan should include a mixed-housing component to provide a significant number of urban style condominiums suited to the lifestyle of an “excellence workforce” which Fort Sam Houston is seeking to attract. The development could accommodate a planned Alamo Community College District Headquarters presently planned for the off-post parcel.

There are also historic features on the site which must be preserved and made accessible to persons interested in the history of San Antonio or the history of the Army. These include remnants of the Acequia Madre (a water conveyance that served early San Antonio Missions) as well as the resting place of “Pat,” the Army’s last Cavalry Horse.

Figure 6-8: Proposed Cunningham Park Mixed-Use Development



Such features should be preserved, enhanced and used to anchor park and open space within the development. If linked to museum proposed in the GMP, these features could also become a significant attraction for both the neighborhood and the region.

In addition, the increased area population would attract grocery, clothing and other stores which provide basic supplies and services for a stable, attractive neighborhood.

Finally, the team notes that the City of San Antonio has recently made a major investment in drainage improvements for this immediate area. It is logical that such an investment should be included in the FMV to FMV equation that is needed to enable Army participation.

Figure 6-9: Conceptual Land Use Map Zoom of the Proposed Cunningham Park



6.5.5 W-4 WITH FSH W-2 MULBERRY PLACE

This is a boundary location where consolidation of under-utilized property could create a site with potential. Strengths of the site are proximity to the Broadway Corridor and good connectivity.

Connectivity would be further enhanced by continuation of Pine Street as a corridor along the western boundary of the post. One complicating factor

Development Concept

Proposed Name:
Mulberry Place

90,000 sq ft of
commercial & office
600 multifamily
residential units

Figure 6-10: Proposed Mulberry Place Mixed-Use Development



Figure 6-11: Conceptual Land Use Map Zoom of Mulberry Place



for this site is the need to work with a diverse group of multi-family property owners. The approach should be to provide incentives and support that would enable the owners of existing units to improve those units, while also enabling development of compatible quality housing on the post property. This approach would need to be coordinated with a detailed plan for street, parking and access to the developed post property. However, such a coordinated planning approach would obviate the need for assembling properties in order to engage a master developer

who could plan and implement an overall site improvement program. A coordinated planning strategy would also provide a diverse neighborhood look that could establish a unique “sense of place” and the range of housing choices recommended by the GMP Delphi Panel.

6.5.6 FSH-NW 1, 2 AND 3 NORTHWEST POST PROPERTY

These are three parcels of property along the northwest perimeter of the post. The first or southerly most property is close to the FSH W-2 site, immediately east of the off-post portion. As such, it could easily be considered part of that site as well. It can accommodate 36 single-family residences as well as 20,000 square feet of retail space. The FSH-NW-2 sites would be ideal for garden homes. Further north at FSH-NW-3 would be suited to office development.

Development Concept

Proposed Name:
Northwest Properties

FSH NW 1

20,000 sq. ft retail
36 single family

FSH NW 2

46 Garden Homes

FSH NW 3

5,000 sq ft office

Figure 6-12: Proposed Northwest Properties Residential & Office Development



6.5.7 FSH N-1 LINCOLN MILITARY HOUSING

In addition to marginal property, the GMP recommends densification of the housing at the north end of the post. Property at the extreme north end of the post is military housing. Such housing at Fort Sam Houston is managed by a commercial venture, Lincoln Military Housing (LMH). While LMH has renovated housing which previously existed on the post and has made other improvements, there has been no significant increase in the number of housing units. There is a significant opportunity to place additional housing on this northern most parcel.

Figure 6-13: Lincoln Military Housing



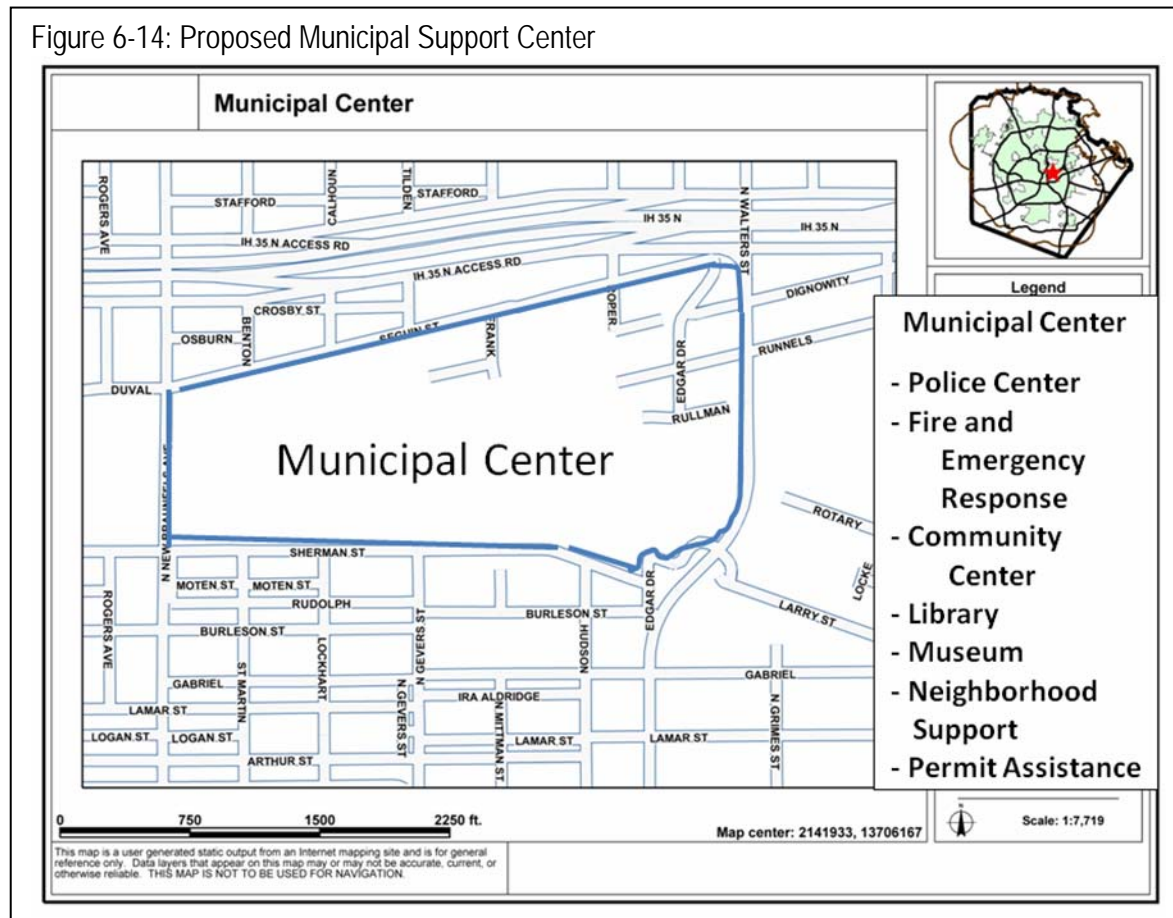
6.5.8 SE-3 MUNICIPAL CENTER

This is the site of a proposed municipal support center. Functions proposed for the center include a police station which includes space for the San Antonio Police District, Park Police, the Sherriff's Office and a facility to accommodate a cooperative policing initiative involving police of other jurisdictions, as well as the Military Police and the Fort Sam Security Contractor. In addition, it would include space to accommodate the community policing programs of the department.

In addition to policing, the facility should accommodate other organizations including a planning department to support neighborhoods in the area and an ombudsman's office to assist with obtaining permits and development approvals as well as compliance with code and zoning requirements.

Two additional facilities are recommended for inclusion. One would be a library. The other would be a Black History Museum.

Figure 6-14: Proposed Municipal Support Center



7.0 BUSINESS OPPORTUNITY

This assessment has identified five categories of business opportunities, associated with:

1. Construction
2. Support for incoming missions
3. Development
4. Leveraging
5. Jobs from Neighborhood Revitalization

BRAC Contracting/Matchmaking Fairs		
Event Summary 8 AM to 5 PM Wednesday, November 7, 2008	Event Summary 8 AM to 5 PM Wednesday, March 12, 2008	Event Summary 7 AM to 1 PM Wednesday, August 27, 2008
<p><u>ATTENDANCE:</u> 19 prime contractors</p> <p>AMEC Earth & Environmental, Bartlett Cocke, CDM/Cape Joint Venture, Earth Tech, ECC, Gilbane Building Company, Hensel Phelps, Innovative Technical Solutions, Jacobs, Laguna Construction Company, Perini Corporation/Stanley, Skanska USA, SpawGlass, Tetra Tech, TolTest, Inc., URS, US Army Medical Command (MEDCOM), Weston Solutions, Zachry Construction Company</p> <p>5 resource/ service providers COSA PTAC, UTSA SBDC, MEDCOM Small Business Office, CPS Energy, Cherokee Medical Solutions</p> <p>Military Representation USACE</p> <p>350 attendees (approx.) 200 advance registration 150 walk-ins</p> <p><u>MEDIA COVERAGE:</u></p> <ul style="list-style-type: none"> San Antonio Business Journal (9/28) Express News (11/8) WOAI-TV (11/7 & 11/8) KTSA Radio (11/7) WOAI Radio (11/8) Prime Time Newspapers (11/15 edition) 	<p><u>ATTENDANCE:</u> 12 prime contractors <i>Includes all firms awarded contracts to date and 3 bidding on \$500M SAMMC-N project.</i></p> <p>Clark Construction, ECC, Gilbane/Walbridge Aldinger/Bartlett Cocke, Joint Venture, Hensel Phelps, ITSI, Satterfield and Pontikes, Shaw Environmental and Infrastructure, Skanska USA, SpawGlass, TolTest, Inc. URS and Weston Solutions</p> <p>5 resource/ service providers COSA PTAC, UTSA SBDC, SBA, AGC, Surety Association of South Texas</p> <p>Military Representation JPMO, Fort Sam Houston (MEDCOM Small Business Office), Lackland AFB Small Business Office, Randolph AFB Small Business Office</p> <p>250 attendees (approx.)</p> <p><u>NOTES:</u> Although there were more attendees at the November fair, the primes reported that more of the subs attending this time were adequately prepared and ready to actually work on projects.</p>	<p><u>ATTENDANCE:</u> 7 prime contractors <i>Includes all firms awarded contracts to date and the firm awarded the \$500M SAMMC-N project.</i></p> <p>Clark/Hunt Joint Venture, Satterfield and Pontikes, SpawGlass, Tapa EC, Warrior Group, Inc., Weston Solutions, and Zachry Construction.</p> <p>3 resource/ service providers COSA PTAC, UTSA SBDC, BDI</p> <p>Military Representation JPMO, Fort Sam Houston</p> <p>400 attendees (approx.)</p> <p><u>MEDIA COVERAGE:</u></p> <ul style="list-style-type: none"> Day of : KABB-TV (Fox); KSAT-TV (ABC); KTSA radio; WOAI radio Next day : KTSA morning drive time; WOAI morning drive time (live discussion and taped sound bites) Pre-event coverage: Texas Construction magazine (August issue); Express-News (Aug. 6); San Antonio Business Journal (Aug. 22)

Business opportunity categories are discussed in the following sub-sections.

7.1 CONSTRUCTION

As indicated previously, the Corps of Engineers plans a \$2 to 3 billion dollar construction effort to implement the BRAC and related programs, with the majority of the construction to be at Fort Sam Houston. The Economic Committee of the MTTF has worked with the Corps of Engineers to introduce local firms with the potential to serve as prime contractors, and also introduce local subcontractors to the large organizations with prime contracts. In addition, the City Economic Development Office maintains a database which allows potential contractors to search out local small business, make qualifications and bonding capacity information on those small businesses available to the primes, and even help the small businesses fill out information packets provided by prime contractors. The City also works with the Small Business Assistance Office of the University of Texas at San Antonio (UTSA) to help small businesses develop business plans and achieve status within small, disadvantaged, HUB Zone or other categories for which they may be qualified. Because Federal contracts encourage use of small and disadvantaged business as subcontractors, these efforts are expected to be very helpful in allowing small local construction contractors obtain subcontract work up to the limits of their bonding capabilities. In addition, the community college has recently participated in focus group meetings, and has offered to arrange classes for small business employees. Availability of training will allow small businesses to gain specific credentials needed to compete for some federal construction jobs. A specific example is MIG welders, who work on high-rise steel buildings, require certification in MIG welding. (MIG welding is welding that occurs in an inert-gas environment). Such welders are needed to help erect the hospital tower at SAMMC North, as well as other hospitals which are planned or are under construction in the area. Such a significant need can provide sufficient justification for ACCD to establish a specific program to address the need. The Workforce Solutions-Alamo (WSA) team will help to identify categories of workers for which such credentials are an important factor.

The table on the preceding page shows information about each job fare. These have been popular with both the primes and small local businesses, and the Army projects that the results, as measured by jobs going to small contractors, will improve as the existing contracts move into implementation and future contracts are awarded. (Source: Data provided by Bexar County).

7.2 SUPPORTING BRAC MISSIONS

The incoming missions utilize a wide variety of goods and services. These range from individuals who are “contract employees” to suppliers of pharmaceuticals, laboratory chemicals, instruments and glassware and include those who service the instruments, clean and maintain the buildings and keep the grounds as well as those who

Recommendation

The community should consider match-making support to help introduce local suppliers and support contractors to the incoming missions, and/or to organizations that will merge with the incoming missions.

provide food, paperwork and other such services. There are two prospective means for this array of business support and services to be realized in San Antonio. The first is that some of the supplier and service industries may follow their customers to San Antonio. The community is well organized to attract and welcome such newcomers to the community. The City and County each have economic development departments, and they work closely with the Economic Development Foundation. All three of these organizations focus on attracting and then helping businesses relocate to San Antonio. The community has arranged a series of trips to the communities of origin for the incoming missions. Marketing to such potential businesses is an element of outreach trips.

The other way to provide supplies and services for incoming missions would be for businesses in San Antonio that presently service the military establishment to expand. There are many local businesses that provide supplies and services to the military. Such San Antonio businesses could expand to serve needs of incoming missions. It should be expected that these existing local businesses will be adept at competing for such business.

However, the planning team notes that there is no organized effort on the part of the community to help local businesses expand. The community could support local business expansion through an effort comparable to the one extended to local contractors. A Delphi Group review in San Antonio for a previous engagement surfaced that issue as one significant result of “local stakeholder review.” In that instance, **managers of local businesses expressed a strong sentiment that the community should expend as least as much effort helping them grow as it was spending to attract their competitors.**

Recommendation

The community should expend at least as much effort helping local businesses to grow as it spends trying to attract their competitors.

7.3 DEVELOPMENT

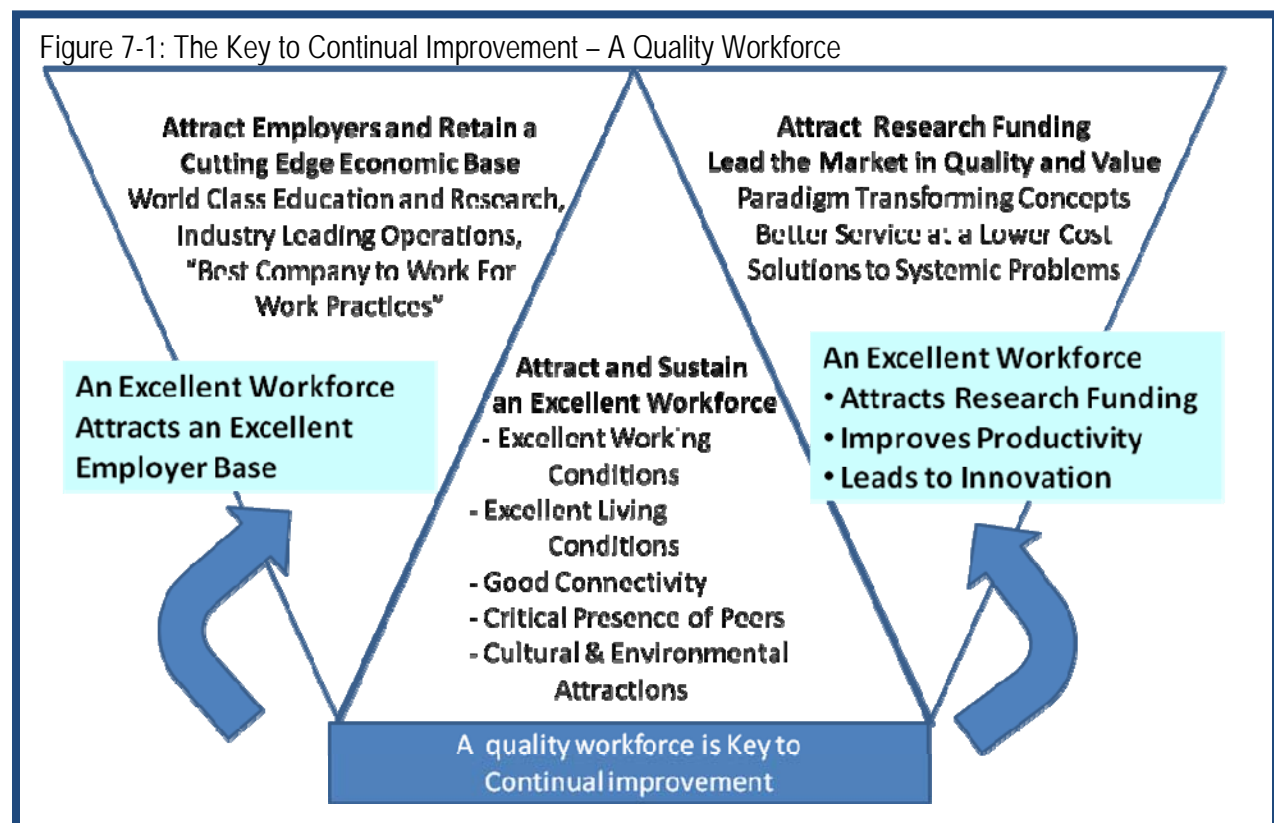
Development refers to the strategy of Neighborhood Revitalization and highest and best use of available on-post resources, as described in Paragraph 5.3. The opportunity exists for the community to partner

with the military in order to address BRAC needs, leverage BRAC growth and revitalize the post neighborhoods. One key to this strategy is attracting Federal and State programs and a variety of supply and service businesses, and enabling normal growth in service businesses along connecting corridors. A key to both BRAC business and business growth leveraged from BRAC is the ability to attract, retain, grow and sustain a highly qualified workforce. This, in turn, requires that San Antonio offer an ideal work-place environment, an ideal living environment and linkages between the two. The ideal living environment must include a clean, safe place to live with good schools, available amenities and good connectivity to the variety of cultural, recreational and entertainment resources available in

Keys to Addressing BRAC Issues are Stimulating Economic Growth and Leveraging Neighborhood Revitalization.

the metropolitan area. Together, the military and the community can provide such a working and living environment. Steps are:

1. Move parking and congestion off the post;
2. Enhance the quality of the on-post environment by creating nearby parks, views and open space;
3. Support post workspace with a nearby excellent yet affordable living environment connected to the work space by rapid and user-friendly transportation;
4. Develop and implement an action plan for creating such a connected living/working space and utilize the plan as an incentive to attract workers in the skill-short areas to move with incoming jobs, and/or to attract replacement workers who will be needed to fill vacancies both on the post and in the greater community as the support, service and leveraged businesses grow.



A secondary benefit would be to jump-start the revitalization of neighborhoods near the post.

Recommendation: The broader analysis of options previously recommended should include: (1) A more detailed post development plan which reduces the need for on-post parking while increasing use of high-value space for health care, technology and management functions; (2) Accommodation of synergistic development both on and off the post; (3) Creation of parks and open space both on and off the post; (4) Enhanced connectivity between on-post employees and off-post services such as small restaurants, barber and beauty shops, dry cleaners, etc.; (5) Eco-friendly transportation or other connectivity to facilitate access and communications between the post and the small businesses and residential areas within the

adjacent communities; and (6) Removal of negative factors and establishment of positive incentives for workers on-base to live in the nearby community, shop in that community and otherwise support the community; and, (7) Incentives for military missions on-post to purchase supplies and services from suppliers based in nearby communities.

7.4 LEVERAGING

Leveraging refers to two types of initiatives, each aimed at gaining more job growth from BRAC than the total of the incoming and directly related supporting jobs. The first opportunity is to encourage and support the influx of other Federal health, health education and command management and communications organizations that have expressed an interest in locating near the emerging Fort Sam Houston Military Complex. This Fort Sam Houston complex will be a focal point for: (1) Medical and Health Care related research; (2) Graduate Medical and Health Care Education; (3) Medical technical training; (4) Treatment and recovery for wounded military personnel; and, (5) Command functions which require a wide range of support activities with emphasis on communications, technology and security.

The array of Health Care, Education and Management Support activities universally represent targeted growth industries for San Antonio and areas of opportunity for San Antonio businesses. This means that there is also a critical presence of private sector activity in the civilian community. In addition, there is already a strong Federal and State presence that reinforces these economic sectors. Examples are the State Mental Health Hospital and the Air Force Intelligence Agency (AIA). AIA maintains cutting-edge leadership in high-tech communications. As a result of the strength of such resources, the community is well positioned to leverage Fort Sam growth areas in order to grow the economy.

Recommendation: The military and the community should:

1. Establish two health care zones: (a) Within the immediate proximity of Fort Sam Houston and (b) In the vicinity of the Brooks City-Base/State Hospital complex. (The basis for a zone near Brooks is found in Task 6a, and is related to serving both military Post Traumatic Stress Disorder (PTSD) personnel needs and mental health needs of the greater South Texas community. See the recommendation which follows.);
2. Adopt a policy of encouraging related military and civilian health care and health care programs to locate in San Antonio, proximate to Fort Sam Houston or Brooks City Base;
3. Through the military/community partnership, work with GSA and the private sector to development priority projects outlined in the GMP Section 5.4.3 Site Development;
4. Work with the General Services Administration (GSA) to ensure that affordable space is available to federal agencies wishing to locate in the designated zones;
5. Work with private sector businesses to locate them within the zones.
 - Suggested Lead – Office of Military Affairs
 - Suggested Time Frame – Begin as soon as practical.
 - Suggested Funding Source – City/County shared budgeted activity

An additional strength is the fact that the military is pressing for change. As noted previously, the needs and related military goals were described in a recent speech by the Army Surgeon General at Fort Sam Houston. Change opens the door to significant growth to those institutions that recognize an emerging paradigm shift and position themselves to lead that shift. An example is the emerging paradigm shift in health care and health care education, which been apparent for some time. The basics were recently described in a book from Harvard Press: ***Redefining Healthcare*** by Michael E. Porter and Elizabeth O. Tiesberg 2006. (This work is copyrighted with no quoting or publication of extracts allowed. Interested readers are encouraged to obtain a reference copy. The thesis is compelling.). An opportunity exists to leverage the transformation in health care which the Army seeks and the book outlines.

Recommendation: The community and the military should partner to establish a forum for addressing continual improvement in health care.

This Continual Health Care Improvement/Evaluation Forum (CHIEF) should work with military and civilian organizations responsible for national health programs to host an annual conference in San Antonio. The CHIEF Conference would develop a research, transformation, implementation and evaluation agenda for continual improvement of health care outcomes for both military and civilian populations. The forum should address needs, strategies and pilot initiatives for addressing needs, reporting of progress on ongoing research and/or improvement initiatives, and successes in implementation of ongoing initiatives. This program should be supported by a national organization of implementation task forces that addresses the framework of issues established by the forum. This forum should be seen as a business development initiative for San Antonio, to set the agenda for health care improvement and field both the new technology and the new health care practices that will evolve as the transformation of health care delivery unfolds over the next decade.

- Suggested Lead – Office of Military Affairs
- Suggested Time Frame – Begin as soon as practical.
- Suggested Funding Source – City/County shared budgeted activity

There is also an opportunity to address a community need that has a parallel emerging military need. That opportunity is to establish a Mental Health Care Center that would serve both an under-served civilian population and an emerging military requirement related to PTSD and children of military families facing frequent deployment of one or more bread winners. Children of such military families are also suffering from stress. This situation combines a significant un-met need and a potentially available source of revenue to address the need. If means can be found to address the need within the framework of available revenue, then there is a business opportunity. Realization of that opportunity will require State support; however, there is an existing State hospital in San Antonio, near Brooks City Base. That location represents a potential opportunity to create a park-like setting for a new hospital complex which would focus on treatment of mental health in a less institutionalized setting.

Recommendation: The community and the military should partner to establish a Wellness Team and commission that Wellness Team to work with the State of Texas in establishing a Wellness Center for patients suffering from mental health illness, with the center to include an Institute for Military Stress that would be available to military, former military and families of military or former military persons suffering from combat-related stress.

- Suggested Lead – Office of Military Affairs
- Suggested Time Frame – Begin as soon as practical.
- Suggested Funding Source – City/County shared budgeted activity

There is also an opportunity to leverage the cluster of managerial and high-technology functions that support Command and Control, Health Care Education and the high-technology activities that support them and support Health Care. Examples include communications and robotics. The recommended strategy for doing so is similar to that for health care, outlined previously. Partners of lead Federal agencies and businesses via an annual meeting would focus on research needs identification, reporting of research progress, and match-making to commercialize the emerging research results.

Recommendation: The community and the military should partner to establish three annual forums for addressing continual improvement in communications, education and health care technology respectively.

The Continual Improvement/Evaluation Forums should work with military and civilian organizations responsible for national programs to host an annual conference in San Antonio. The conferences would develop a “research, demonstration/evaluation and implementation” agenda for continual improvement in outcomes for each area. These forums should be seen as business development initiatives for San Antonio, to set the agenda for improvement and fielding of new technology and practices that will keep San Antonio at the forefront of innovation in management, technology, communications and health care education and training.

- Suggested Lead – Office of Military Affairs
- Suggested Time Frame – Begin as soon as practical
- Suggested Funding Source – City/County shared budgeted activity

7.5 JOBS FROM NEIGHBORHOOD REVITALIZATION

Two aspects of the formula for creating business from the recommended neighborhood revitalization activity are outlined in Section 5.5. First is the need to link streets and connect the community with the outside. This will also open up the neighborhood thoroughfares to a variety of small businesses from gasoline service stations to corner groceries and small bistros and specialty shops. These businesses serve the neighborhood, but they also depend to a significant degree upon traffic from the post as well as through-traffic flowing into, out of and through the neighborhoods on the through streets. Fort Sam Houston physically cuts off the former through streets. The security measures restrict base workforce interaction with local businesses. The physical blockage of streets and security restrictions

create a double negative which is strangling existing small businesses and discouraging the creation of new ones that one might otherwise expect given the potential growth in the area.

Recommendation:

Whether or not the overall goals of neighborhood revitalization are adopted, the community needs to implement street improvements identified in the GMP for the neighborhoods

surrounding the post, in order to alleviate traffic flow problems created by the cut-off of through north/south and east/west arteries. Improved traffic flow will facilitate growth of healthy, small businesses along the major corridors that connect the community to the post and to the greater San Antonio region. This will alleviate problems of congestion on major thoroughfares connecting the post gates and eliminate the need for traffic to cut through the nearby neighborhoods.

- Suggested Lead – Office of Military Affairs with the City Public Works Department
- Suggested Time Frame – Begin as soon as practical.
- Suggested Funding Source – City/County shared budgeted activity

New Braunfels Avenue outside the Southern Gate



In Paragraph 3.2.1, the GMP recommends a creation of an “Authority” capable of assisting in implementing a comprehensive program of community revitalization within a designated area of San Antonio’s East Side. If implemented as recommended, this authority would create a number of business opportunities by providing a selected set of pre-qualified organizations and financial assistance for home restoration, infill housing development and infrastructure improvements. Examples of potential business opportunities attainable through implementation of that recommendation would include:

1. Architects
2. Engineers
3. Historic Property Research and Documentation Experts
4. Plumbers and Plumbing Contractors
5. Electricians and Electrical Contractors
6. Home Improvement Contractors and Builders of “Infill” Housing
7. Contractors for Street, Sidewalk, Drainage and Greenway Improvements
8. Paving Contractors
9. Project Managers
10. Education Support Contractors (Curriculum Design, Video Support, Broadband)
11. Business Association Managers (Information Exchange, Video Archive)
12. A variety of special services providers for store front improvements, signage, etc.

8.0 FUNDING COMPREHENSIVE INTERVENTION

This section considers sources of funds potentially available to the City of San Antonio to support the Significant Comprehensive Intervention Program (SCIP) and otherwise address BRAC issues, capture opportunities and leverage revitalization. Funds potentially available to support the City in a partnership effort include:

1. General Revenues
2. Property Tax Anticipation Revenues
3. Energy Anticipation Revenues
4. Transferable Tax Credit Revenues.

It is anticipated that general revenues will be used only for bridge funding, to help get an organization established and get programs organized and started. The expectation is that economic growth will provide the revenue for both capital construction and program operation. Further, expectations are that property tax and energy revenue anticipation funds will be earmarked for investment in programs and in infrastructure improvements needed to enable economic growth. Finally, it is anticipated that transferable federal tax credits will be used to subsidize infill housing and housing renovation within developed areas.

Within the general framework outlined above, it is also noted that the management agency for the overall program will tap the various fund sources to obtain operating revenues. Finally, it may also be necessary to make some investments in other than infrastructure, provided there is an official finding, on the record, that such action is necessary to success of the overall mission. Within this framework, the sources and amounts of potentially available funding are outlined in the following sections.

8.1 GENERAL REVENUES

The Growth Management Planning Process has been supported by a grant from the Department of Defense (DoD), Office of Economic Adjustment (OEA). While some additional planning funds may be available from OEA, that agency cannot be expected to fund continuing operations. If the City creates an organization to pursue the SCAPP intervention program, then that organization must be capable of generating revenues to support its own operations. However, any new organization will need time to get established and begin providing services and collecting revenues for those services. In the meantime it will be dependent upon bridge financing from the City. The action plan developed for the Growth Management Plan anticipates a need for \$1.125 million in bridge funding for the City, spread over the first two years of operation.

8.2 PROPERTY TAX ANTICIPATION REVENUES

The Growth Management plan has identified each property considered to be developable, outlined the appropriate type of development and further identified the carrying capacity at full development. Purposes of such an analysis are to: (1) Determine the potential for leveraging BRAC activity; (2) Predict the load that both BRAC and the leveraged development will put on the area roads and infrastructure; and (3) Forecast the value and thus the potential tax revenue that the leveraged build-out might generate.

The estimate of value was determined to be \$2.17 billion. This value was established by aggregating types of uses and assigning an estimated value to each use type, as shown at the right. Next, a decision was made as to the probable tax status. For example, it was presumed that rehabilitated and infill housing dispersed through the community would produce no incremental increase in property tax. The reason for such an assumption is that a Growth =Management Planning goal is to ensure that revitalization does not squeeze existing residents out of their homes, and such will require some form of amnesty from rising

property taxes. While the GMP does not recommend a general amnesty, nevertheless a conservative assumption would be that no tax increase will be realized by the City from increased property taxes on existing individual homes. Similarly, no increase can be expected from parks, or from public or faith-based facilities. It should be pointed out that all data is for new construction, which reflects a net increase in value of taxable real property. The increase in value is approximately equally divided between

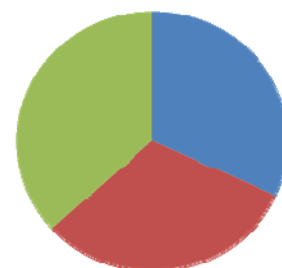
Table 8-1: Taxable Property Value Associated with GMP- Plan Build-Out

Property	Unit	Number of Units	Unit Value	Total Value
Millions				
Residential				
Residence*	Dwelling	0	250,000	\$0
Apartment	Dwelling	6925	80,000	\$554
Condominium	Dwelling	300	250,000	\$75
Commercial				
Hotel	Room	1350	50,000	\$67.5
Movie	Screens	24	100,000	\$2.4
Shopping Center	Square Feet	3388000	\$150	\$508.2
Super Market	square feet	179000	\$150	\$26.85
Wholesale Market	Square Feet	430000	150	\$64.5
Quality Restaurant	Square Feet	20000	150	\$3
Restaurant	Square Feet	50000	250	\$12.5
Business				
Clinic	Square Feet	0	100	0
General Office	Square Feet	910000	150	\$136.5
R&D	Square Feet	0	150	0
Business Park	Square Feet	4800000	150	\$720
Total				\$2,170.45
* Infill housing and remodeling not considered in the calculations				

Figure 8-1: Estimated Value of Taxable Property Improvements

Estimated Value Taxable Property Improvements at Full Build Out

Total	Billions
Dwellings	\$1.05
Commercial	\$1.03
Business	\$1.21



With Property on Federal Land Included

commercial/business and residential development. Also note that property on the federal lands has been excluded from this calculation. If the City could collect “an-equivalent-of-property-tax” for the new construction on military property, then the basis for tax-anticipation value would jump to \$3.29 billion.

A conservative value of .05% was used to translate the increased property value into an estimated \$108 million in new annual tax revenue at full build-out. Of course, no tax revenue will be realized in the first two or three years. If revenue grows at a linear rate after that, and one uses a discount rate of 5%, and a recovery period of 30 years, then the stream of future tax revenue would amortize a bond of about \$565 million.

The suggested strategy is to establish one or more Tax Increment Reinvestment Zones (TIRZ) covering areas where the improvements will occur. The City could then issue bonds for each TIRZ, with bonds being repayable with funds from the future increase in property tax revenues. The advantage of this strategy is that it will make funds equal to two or three times the amount of the annual revenues available in advance of the actual receipt of property tax. The amount of any bonds that could be issued will be determined by many factors, but that amount will be significantly less than the present value estimate above. A more reasonable ballpark figure would be something in the range of \$200 to \$300 million. However, such funding would allow the City to create infrastructure essential to future economic development.

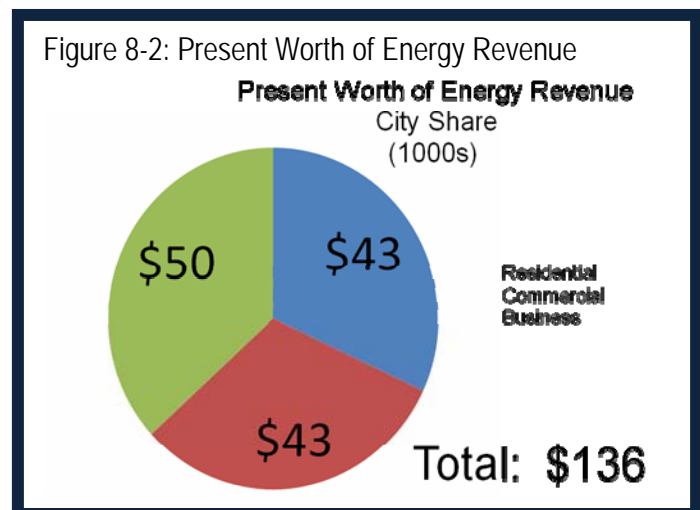
8.3 ENERGY REVENUE ANTICIPATION

As the owner of City Public Service (CPS) Energy San Antonio has access to a funding source that is relatively unique. A percentage of the revenue earned by CPS is available to the City. Because occupants of the newly constructed buildings will use electricity, the approach outlined in the previous section

could also be used to leverage future increases in energy revenues. The approach to forecasting potential future energy revenue is the same as that for forecasting future tax revenue:

(1) Aggregate activity by type. In this case new stimulated commercial development that is located on Fort Sam parcels can be included; (2) Estimate energy consumption for each type of development, using conservative or “green building” formulas; (3) Use the current CPS rate to convert energy consumption into expected future

incremental energy sales; and, (4) Estimate the percentage of the gross revenue which will become available to the City using the present value-share formula. The present share is some 14% of the of gross energy revenue. The forecast of annual revenue would be \$26 million at full development. This value is based on the incremental growth in energy sales from economic development which is leveraged from BRAC. It does not include any energy that will be used by BRAC facilities, related facilities that the military is building at



Fort Sam Houston, or by normal growth the community might experience from people moving to San Antonio. Of course, as with the tax increment, no energy revenue will be realized in the first two or three years. If revenue grows at a linear rate after that, and one uses a discount rate of 5%, and a recovery period of 30 years, then the stream of future tax revenue would amortize a bond of about \$136 million. A more realistic estimate for a bond issue might be in the range of \$70 to \$100 million.

Again, the suggested strategy is: (1) Earmark the City share of increases in CPS revenue to assist with the realization of growth that will lead to such increases, and use a portion to defray the operational costs of GMP implementation; (2) The earmarked energy revenues can support issuance of revenue bonds to provide operating capital in advance of the availability of revenue; and, (3) Bond money can be used to fund goals of the SCIP such as park improvements or an increased budget for police or education.

8.4 TRANSFERABLE TAX CREDIT REVENUES

This plan has proposed a unique strategy for supporting rehabilitation of housing and development of infill housing on the San Antonio's East Side. This strategy is to re-define the way federal investment tax credits can be used. The federal tax code presently allows such credits, but the credit goes to investors. The plan proposes a change which would allow an Authority created by the City to assure that the credit is used to benefit of targeted "eligible homeowners living in a designated improvement zone." The zone is San Antonio's East Side, and the targeted beneficiaries include: (1) Employees of Fort Sam Houston and of supporting industries located in the proposed Health Care Development Zone near SAMMC-N; (2) Veterans and families of veterans; (3) Law enforcement officers; and, (4) Teachers.

The plan is too seek authorization for this initiative as a limited-duration pilot program. It is expected that this program would fund from ten to twenty percent of the cost of rehabilitating existing homes and ten percent of the cost of infill housing. The program goal is to create some 2,000 new homes and rehabilitate 3000 homes in the San Antonio's East Side.

Table 8-2: Categories of Home Construction and Rehabilitation

Unit value	Constructing New Homes	Remodeling Not Historic	Remodeling Historic	Value
	\$250,000 -----	\$20,000 -- Number --	\$40,000 -----	
Year				
1	50	50	50	\$3,000,000
2	100	100	100	\$6,000,000
3	150	150	150	\$9,000,000
4	200	200	200	\$12,000,000
5	250	250	250	\$15,000,000
6	250	250		\$5,000,000
7	250	250		\$5,000,000
8	250	250		\$5,000,000
9	250	250		\$5,000,000
10	250	250		\$5,000,000
Total	2000	2000	1000	\$80,000,000
Total Homes	5000			\$80,000,000

Assuming a rate of home construction and rehabilitation shown in Table 8-2: Categories of Home Construction and Rehabilitation, this program would produce an increase in home value in San Antonio's East Side of \$80 million. As noted in the preceding section, this value has not been included in the property tax increment. The pilot program outlined in Appendix A of the Growth Management Plan is a five-year initiative. The table presumes that the five-year demonstration would be extended for at least an additional five years. An Action Plan for the authorization and implementation of the transferable tax credit program and draft federal enabling legislation is outlined in Appendix A of the GMP.

8.5 SUMMARY

In total, the redevelopment is expected to lead to over \$3 billion in new real property, of which more than \$2 billion will be on private property outside the post. The new property will be taxable and occupants of the new property will use energy. Those two factors could translate into \$400 to \$500 million in tax anticipation bonds and more than \$100 million in new energy revenue bonds. Those sources of funds can be used to fund the host of capital improvements as well as the program improvements outlined in the SCIP. As an added factor, the creative financing initiative could stimulate \$240 million in infill housing and home improvements. Thus, it is possible to launch a significant comprehensive intervention program that is truly self-funded.

The following Sections of the report address features outlined in the Task 1 work scope, including housing, government services, education, utilities, drainage, communications and crime.

9.0 OTHER

9.1 HOUSING

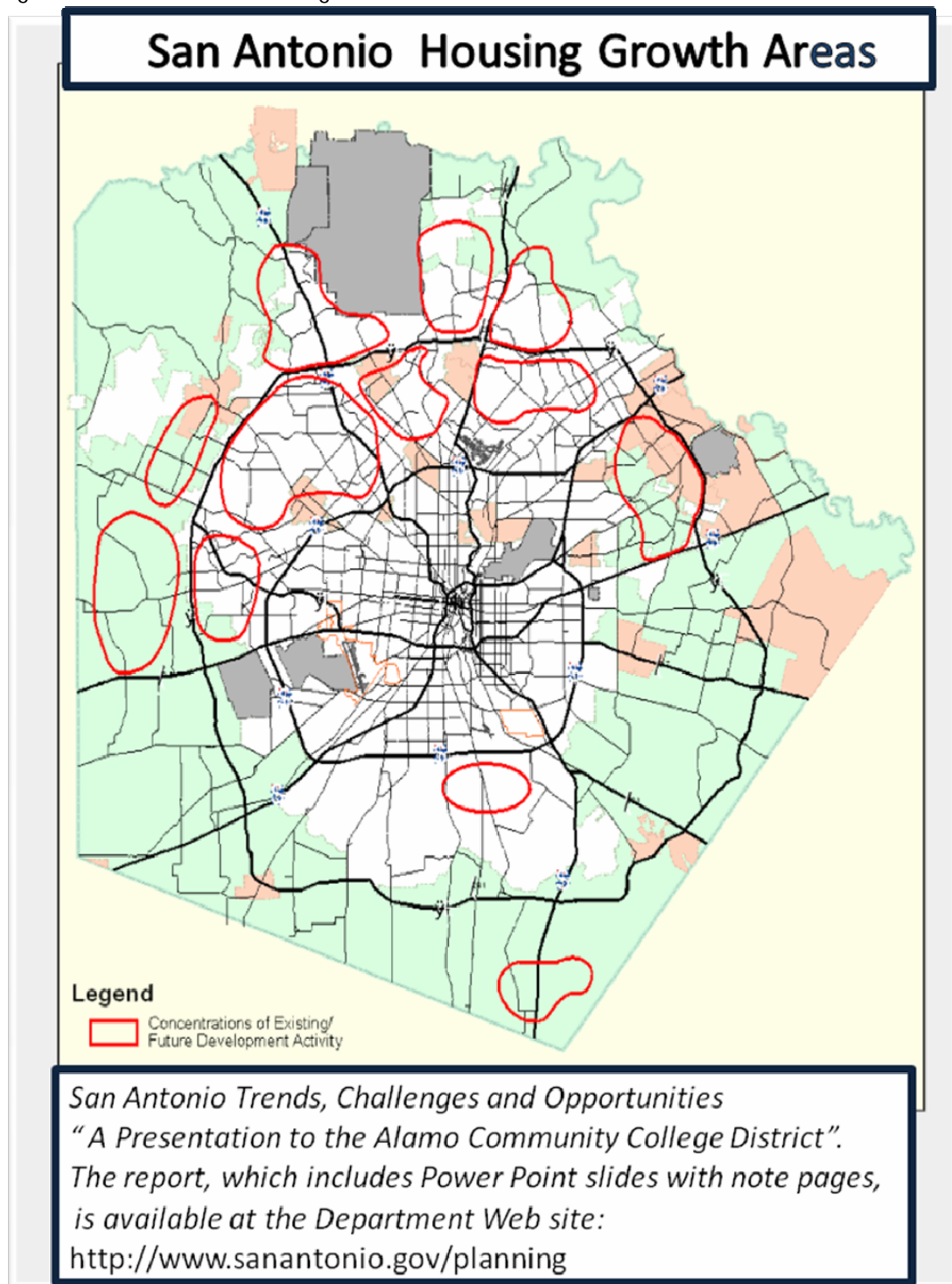
San Antonio is ranked as the 7th largest and 10th fastest-growing city in the United States. Growth has been nearly 2% per year, or nearly 20% over the last decade, and if one considers the entire Standard Metropolitan Statistical Area, the growth rate is accelerating with growth now spilling over into the surrounding counties. The influx of BRAC personnel and families can be expected to range from 4.4 to 17.5 percent of the expected growth in the area. With a rich history and both cultural and economic diversity, San Antonio affords a very diverse housing base. Housing ranges from historic, like the King William District to new and ultra-modern suburbs on the fringe areas. There is a price range from affordable to multi-million dollar homes. There is also an emerging supply of compact high density housing, both in the City Center in a few other locations like the Broadway corridor. However, most of the new housing stock is being developed in the fringe areas. A map of the clusters of "existing and future development activity" is shown on the next page. (Source: *San Antonio Trends, Challenges and Opportunities*, previously cited, at

<http://www.sanantonio.gov/planning>)

Table 9-1: Home Sales in San Antonio

2008	Sales	Total Listings	Month's Inventory
Feb	1,515	12,631	6.4
Mar	1,646	13,091	6.8
Apr	1,754	13,479	7.1

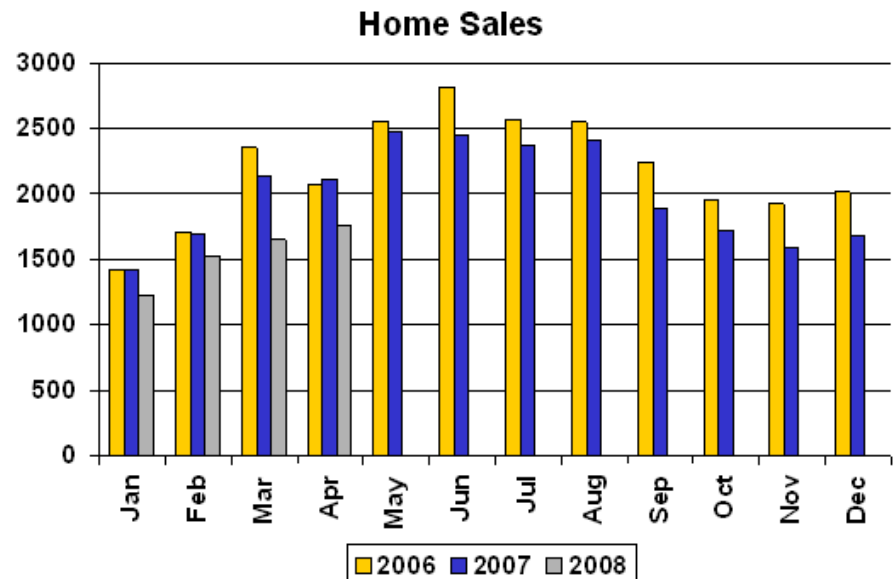
Figure 9-1: San Antonio Housing Growth Areas



The Real Estate Center at Texas A&M University tracks Texas Home listings and sales through the Multiple Listing Service within the San Antonio Standard Metropolitan Statistical Area. (<http://recenter.tamu.edu/mreports/>).

The Multiple Listing Service is a computer database commonly used by realtors to share information on homes for sale in an area. It includes only homes listed with participating realtors but includes most of the area's major real estate companies. The data shows that about 2,000 homes are sold in San Antonio each month with some seasonal variation. New homes come on the market as existing ones are sold, constantly refreshing an inventory about equal to about seven times monthly sales. Sales and inventory or listings data for three recent months are shown in the table above.

Figure 9-2: Home Sales in San Antonio (2006-2008)



Source: <http://recenter.tamu.edu/mreports/>

From reported data, it is clear that the San Antonio market could easily absorb a demand for 4,500 homes, even if the demand were realized over a relatively short period of time. Because moves are some time away, one also needs to consider whether the inventory of available or listed homes is likely to persist until 2011 or 2012 when the BRAC demands will be highest. The center also produces a report on the real estate market. Data from the report and the database show that the inventory has tended to grow slightly over the past several years, and even recent turbulence in the housing market, should not cause the inventory to drop below needs of the incoming BRAC population.

In summary, San Antonio housing supply significantly exceeds the BRAC demand, and the military is correct in assuming that incoming personnel can expect to have no problem finding housing. In fact, there are many options across a variety of locations and price ranges. However:

- Much available housing is outside Loop 410 and even further beyond Loop 1604;
- Many areas of active home construction closest to the post are to the north and north east and thus connected to the post by the heavily traveled Interstate 35 corridor;
- This report recommends encouraging Fort Sam Houston employees to live in neighborhoods near the post. There is some available housing in those areas, and more could be provided. The challenge will be to significantly increase the availability

of housing in those neighborhoods and make them attractive to a workforce with a substantial income and school-aged children. The challenge and the opportunity have been discussed under Subtask 1.4 above.

9.2 GOVERNMENT SERVICES

Three factors frame the question of whether public and private capacity exists to meet needs for government services.

- As noted repeatedly, the BRAC population is small relative to expected area growth;
- If there is no intervention, the incoming BRAC population will very likely choose to reside over a relatively large expanse of the northern, northeastern and northwestern fringes of the metropolitan area, as families locate according to current home-buying patterns;
- Incoming families are expected to be in the upper income brackets.

The first two points have been discussed previously, so the focus here is on the third point bulleted above. The median pay grade of the incoming non-student personnel is expected to be equivalent to a General Service (GS) Level 12 Step 5. (Source: Personal communication with the Director of the Base Transformation Office). Published pay tables show that the salary for this pay grade is \$65,000 per year. (Source: <http://www.opm.gov/oca/08tables/>). Finally, according to the Military Spouses Career Network DoD figures indicate that over 65% of all military spouses work, and that 80-91% would like to work, if only they could find appropriate employment opportunities (<http://www.mscn.org/>). Thus, it should be expected that about 65 percent or more of the families in the military will be two-income families, so family income can be expected to be significantly higher.

Beyond utilities, schools and police and fire protection (discussed separately below), higher income persons look to the government for streets and sidewalks and a variety of quality-of-life amenities. The amenities may include parks and greenways, planting of trees, cleaning of streets and support for arts and entertainment, etc. The first impact of the demand for such services is manifested in the initial home search. The family will tend to locate in a community where desired

Relatively well-to-do families tend to locate in neighborhoods where the services and amenities are available. If the goal is to entice them to live in neighborhoods near Fort Sam Houston, then a competitive bundle of amenities and services must be provided.

services are available. In addition, a more well-to-do family will also seek to locate near commonly used attractions such as a golf course, a large body of water with access to boating, parks and open space or a hill-top which offers views. These are the types of features that developers of large properties on the fringes of the metropolitan area commonly offer to entice prospective buyers.

While there is evidence that high energy costs and environmental considerations may be changing the fringe area home ownership paradigm, at present the above pattern prevails.

Homes in newer subdivisions often come with newly-paved streets, curbs, sidewalks, club houses, bicycle lanes and other visible features, such that the need for government investment in such services is not questioned. If the goal is to entice new families to move into older, less-developed neighborhoods, then competitive bundles of services and amenities will be required.

9.3 EDUCATION

A general review of education in San Antonio is beyond the scope of the San Antonio BRAC 2005 Growth Management Plan (GMP). However, the GMP recommends that the City of San Antonio should partner with the military to develop a Significant Comprehensive Intervention Program (SCIP). This program will be a key factor permitting the partnership to develop, attract and retain a world-class workforce in the fields of: (1) Health care; (2) Health care education; and (3) Management support, including technology, communications and security. A quality workforce will expect: (1) A “best place” work environment; (2) a “great living place” environment with a variety of lifestyle choices; and, (3) Excellent connectivity between the workplace and the chosen living space. Thus, the SCIP seeks to create excellent working and living conditions supported by excellent connectivity. In addition, the CSIP seeks to ensure that the Fort Sam neighborhoods are very competitive with other desirable living areas in San Antonio. To be successful in creating a competitive desirable living area, workers and their families must have access to schools which meet very high standards and expectations. Appendix A to the GMP presents a five-element, framework-level Action Program to address this challenge. Elements of the East San Antonio Education Action Program are:

Excellence in Education

- K-12 Education – Teaching/Learning Improvement Projects or Strategies (TIPS)
- A Collaborative Initiative to Leverage Technology and Resources in order to Continually Improve College Level Health Care Education

Career Ladders in Health Care and Health Care Education

- The Biosciences and Health Care Academy with a 2+2+2 Program so that high school students can take college level classes and earn credits from participating colleges and universities in the area
- A Health Care Magnet School

University Without Walls

1. Linking San Antonio-based colleges and universities in a collaborative agreement to jointly support the Army University Access Online Program

Continual Improvement in Health Care Education

- An annual Health Care Education Planning, Reporting and Deployment (PRD) Conference

Community Revitalization

- A Campus-Centered Community Revitalization Initiative

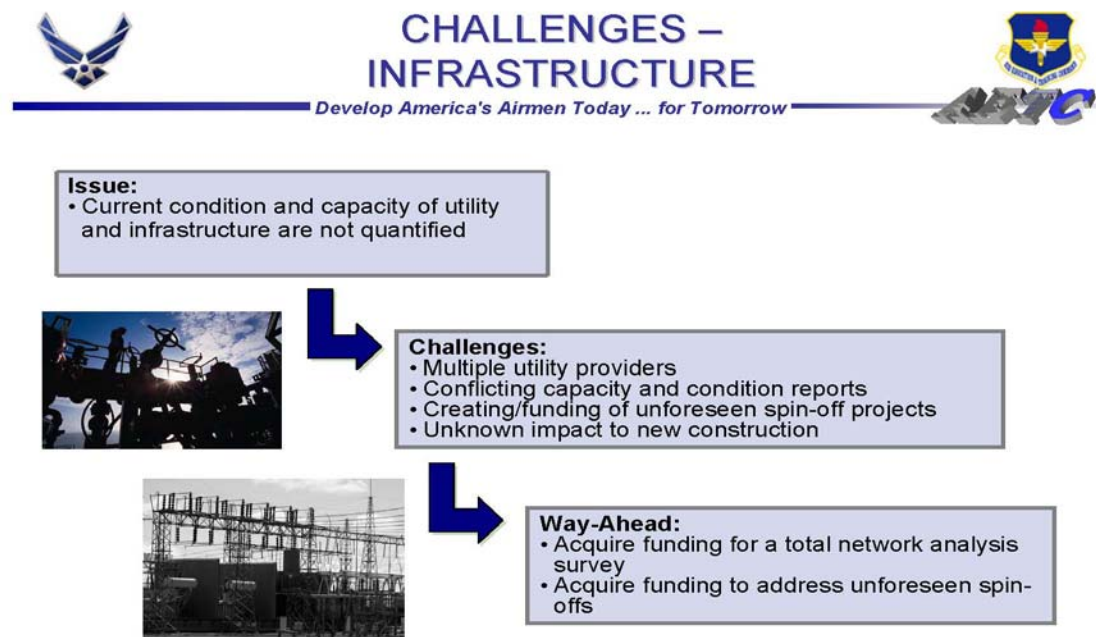
9.4 UTILITY-INFRASTRUCTURE

This section is limited to consideration of water and wastewater, drainage and communications.

9.4.1 WATER AND SEWER SERVICES

The region is principally served by two large regional water suppliers: (1) The San Antonio Water System (SAWS); and, (2) Bexar Metropolitan Water District (Bexar Met); however, there are also smaller water districts that serve outlying areas. Fort Sam Houston has a water system which draws water from the Edwards Aquifer. With minor exceptions, the Edwards Aquifer is the source of water for virtually all water systems in the metropolitan area. One exception is a Bexar Metropolitan Water District water treatment plant which provides treated water from the Medina River on the far south side of the metropolitan area. There are also a few surface water sources used in other parts of the area.

Figure 9-3: Infrastructure Challenges



While Fort Sam Houston has its own water system, SAWS provides wastewater treatment for the entire region, including the post. The SAWS wastewater system includes a unique water recycling program, through which reclaimed wastewater is returned to the region for commercial, cooling, irrigation and other compatible uses, thus significantly reducing demand on the Edwards Aquifer system. At present, the aquifer is at risk of being over-subscribed. The recharge area for the aquifer lies generally north of the metropolitan area, and there is a growing interest in controlling development over the recharge zone in order to protect the quality of the Edwards water supply. In addition, environmentalists argue that drawdown of the aquifer would reduce the flow in Comal Springs. This is a popular spring in the northern reaches of the aquifer, which is home to an endangered fish species. This

means that draw-down is an avenue to trigger jurisdiction of the Federal Endangered Species Act, an Act which regulates actions that could endanger threatened or endangered species. During the closure of Kelly Air Force Base, for example, the threat of a lawsuit under this act caused the Air Force to negotiate limits on the extent to which the Kelly AFB water system could be used after closure of the base, thus illustrating that applicable law is complicated.

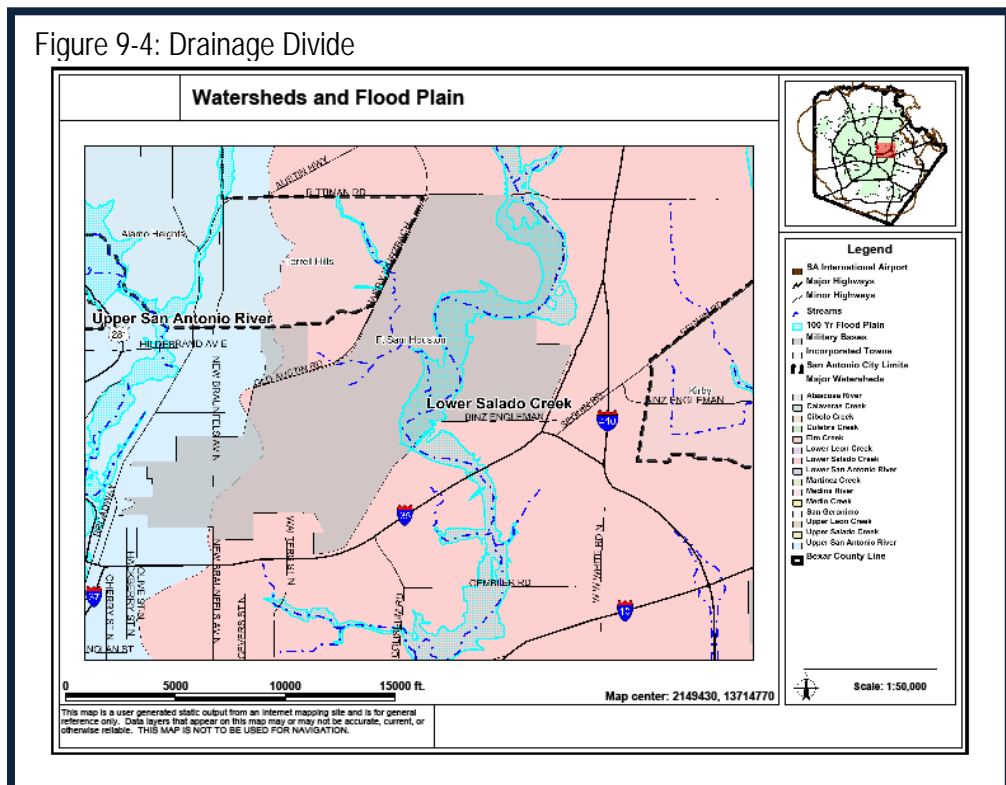
It is difficult to draw conclusions, except to say that the entire region is under significant pressure to limit growth in water consumption from the Edwards Aquifer. SAWS has undertaken extensive studies of possible ways to meet growing future water needs. These include, for example, desalting water from an available saline aquifer and importing water from other regions through long and costly transmission systems. As possible sources are identified, complex arrangements must be made to obtain water rights and then treat or transfer water to the region. Those involved usually disclose little while such complex negotiations are underway and the transfer/treatment arrangements are being developed. Thus, to anyone outside the immediate situation, it could appear that little is being done to address future water needs. The reality is that smaller systems within the region would have a difficult time undertaking arrangements necessary to deal with the complex and expensive issues of expanding the region's water supply. For this reason, the logical alternative for Fort Sam Houston is to enter into an agreement with SAWS, since SAWS is the large regional supplier that serves the area surrounding the base. Discussions of such an agreement are ongoing. These discussions address provision of water, disposition of wastewater and maintenance and operation of on-post water and sewer systems.

9.4.2 DRAINAGE

Fort Sam Houston lies on a drainage divide. A small western portion of the post is in the San Antonio

River watershed, and the main portion of the post drains into Salado Creek. Salado Creek has a significant flood plain where it flows through the post. This problem restricts development. In addition, drainage is one of the issues raised in the public meetings

Figure 9-4: Drainage Divide



held to consider potential impacts of BRAC on nearby neighborhoods. The general strategy recommended in this plan is to manage floodways as open linear parks which can be inundated during a flood. This would result in the principal use of the floodway being a linear park. During a flood, the open corridor would allow floodwaters to pass through the developed urban area with a minimum of damage or disruption. Incorporation of floodways into a linear park or green space is one of the goals of a military/civilian partnership recommended in this plan. The partnership would also provide resources to identify and resolve collateral drainage issues impacting the neighborhoods around the post.

Recommendation: The community should partner with the army to complete a drainage study for Fort Sam Houston. The study should recommend solutions for drainage issues in communities around the post. Where practical, drainage solutions should complement the linear parks being developed in both the San Antonio River and Salado Creek Corridors.

- Suggested Lead – Office of Military Affairs
- Suggested Time Frame – Begin as soon as practical.
- Suggested Funding Source – City/County shared budgeted activity

9.4.3 COMMUNICATIONS

Communications includes telephones, Internet and broadband connections which are becoming increasingly important in both education and medicine. These represent areas where cooperation between the military and the community, with deference to the military security needs, could return great dividends for both parties.

General Dynamics Corporation has been engaged to accomplish an upgrading of the communications system on Fort Sam Houston. SAAMMC North and SAMMC South campuses would benefit by incorporation of linkages being used in modern medical facility management and operations. The military is actively developing a “university without walls” so that all military personnel will have access to educational resources that can remain available in spite of a change in duty station. Outside the post, the St. Philip’s Community College System is planning a modern educational Experience Center where a student will have access to the entire curriculum through a kiosk located in a very student-friendly environment. Such advancements in thinking about management and educational delivery systems have significant potential to leverage resources, and thus represent a potentially important way to address BRAC personnel shortages. Examples of the application of broadband Internet capabilities are the St. Philip’s kiosk which will allow any student to access nearly the entire school curriculum, while maintaining the functionality of a classroom. Similarly, in the private sector, modern medicine allows surgical experts in distant locations to have an actual significant presence in an operating room, while also allowing students to participate in an operation on a remote but real-time basis. As an example of this, medical personnel from Johns Hopkins are actively involved in delivery of medical services in Singapore. In short, communications is the core of modern enterprise. Nowhere is this more true than in health care and health care education. Such a modern communications system could tie in the numerous health care and health care educational providers in the region and go a long way toward leveraging the talents of the four institutions in order to minimize the impacts of key personnel shortages (In much the same way that the medical staff at Johns Hopkins in Baltimore assist and support needs of

professionals delivering health care and health care education services in Singapore). Creation of an enhanced communications system could be not only a key area of cooperation but a key area of business for the emerging technology sector of the San Antonio economy.

Recommendation: The community and the military should undertake the creation of a communications system which links military, University and other hospitals, METC, St. Philip's Community College and other San Antonio Educational Institutions and provide for the interchange of a wide variety of medical and educational cooperation as one means of addressing significant shortages of health care personnel and the short-term disruptions of deployment of key health care personnel.

Community policing is a collaborative effort between a police department and community that identifies problems of crime and disorder and involves all elements of the community in the search for solutions to these problems.

9.5 COMMUNITY SAFETY

The San Antonio Police Department (SAPD) has embraced the modern ideals of Community-based Policing (CBP), and the region has shared in country-wide benefits of a trend in crime reduction realized through this CBP initiative over the last decade. Referred to by the Department as Community Policing, the commitment is apparent, and examples of the programs within the department are numerous. The following is an excerpt, from their web page (<http://www.sanantonio.gov/sapd/copps>):

Community Policing is founded on close, mutually beneficial ties between police and community members. At the center are three essential and complementary core components:

- Increased community involvement
- Solving problems of concern to the community
- Partnership with the community.

Community Policing is a *PHILOSOPHY* for doing police work; *PROBLEM-SOLVING (P.O.P.)* is the tactic or strategy used to solve community problems of crime and decay; *PARTNERSHIPS* are the tool or means with which the problem-solving takes place. The San Antonio Police Department has embraced Community Policing for many decades through its Community Services and School Services Programs, Crime Prevention Programs (Neighborhood Watch, National Night Out), Store Fronts, Decentralized Patrol Substations, and the Downtown Foot and Bicycle Patrol Unit. In 1995 the Department created a special Community Policing Unit, the *San Antonio Fear Free Environment Unit*, SAFFE which links closely with community involvement programs, such as Cellular on Patrol (initiated in 1993) and the Citizen Police Academy (initiated 1994).

A current Internet review points to a threatened reversal of the early 2000 trends. Issues cited were:

1. 4.4 million more crime-prone 15- to 24-year olds by 2010;
2. New drugs such as ecstasy which could reinvigorate the narcotics trade;
3. A perception racial profiling and of unequal law enforcement threatening community based policing strategies.

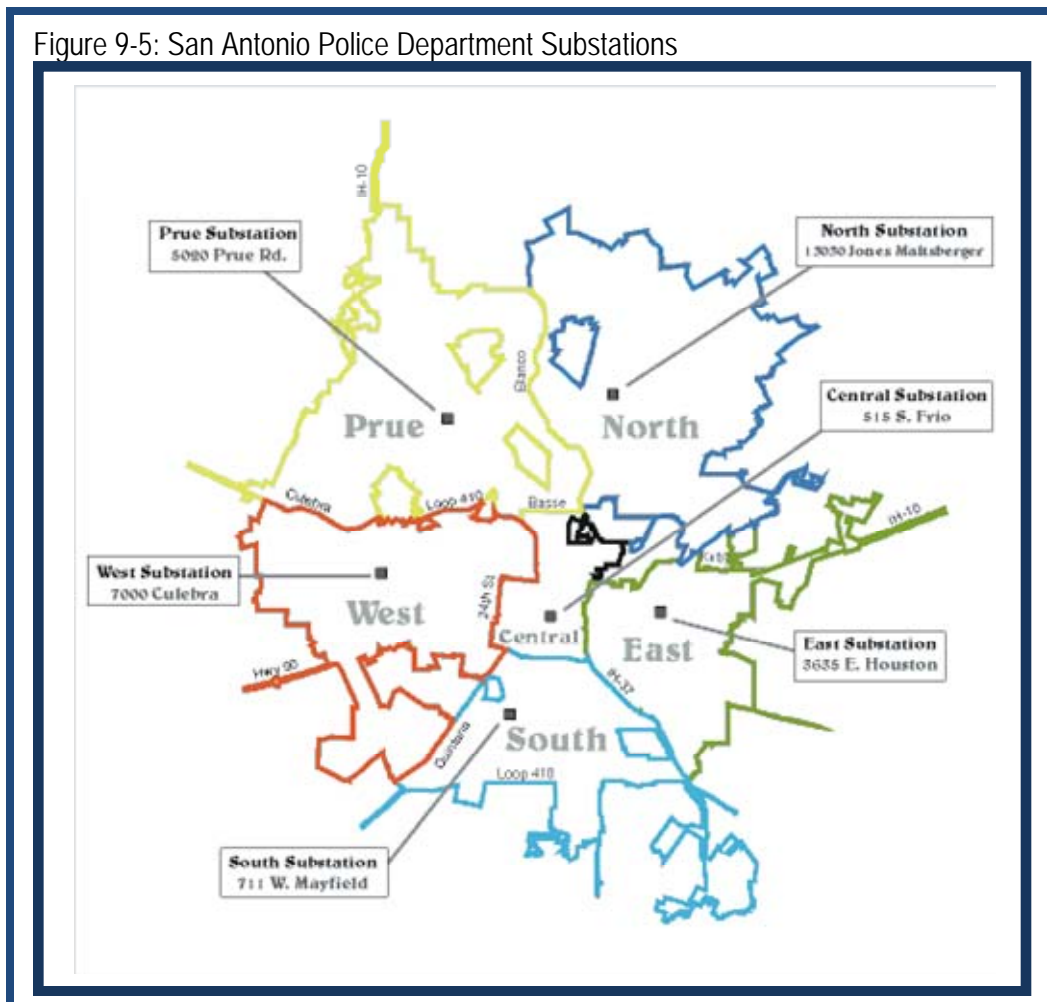
The recommended response has been to pursue:

1. Increased use of technology;
2. Targeting of hot spots and repeat offenders;
3. Targeting criminals with increased sensitivity to potential racial profiling issues.

Again, review and discussion with the SAPD reveals that the department has pursued recommended changes.

The insert shows the department's extensive public policing venue. Perhaps the prime example of a recent response is the Tactical Response Unit (TRU). (Source: <http://www.sanantonio.gov/saPD/CRU.asp?res=1280&ver=true>).

Figure 9-5: San Antonio Police Department Substations



San Antonio Police Department

Community Policing

CITIZEN PARTICIPATION PROGRAMS

Source: Web Page at <http://www.sanantonio.gov/sapd/citizenpgms.asp>

SAPD offers a variety of ways for community members to work closely with the police through organized programs and individual activities. Listed below are descriptions of the ways San Antonio residents can form partnerships with the police to make their neighborhoods safer places to live.

ACTIVE CITIZEN PARTICIPATION PROGRAMS

Cellular on Patrol (COP) - Neighborhood residents patrol their streets, using cell phones to report
Citizen Police Academy (CPA) - 11-week class to inform and educate citizens about police work in SA
Held at SAPD Academy Includes Ride-along Active CPA Alumni Association
Volunteers in Policing (VIP) - Assist SAPD with duties ranging from clerical to roof-top surveillance
Family Assistance Crisis Teams (FACT) Trained volunteers assist victims of family violence.

PROGRAMS FOR STUDENTS & YOUTH:

Police Explorers: For those age 14-20 interested in police work.
School Services: Community Police Officers visit schools.
Police Athletic League (PAL): PAL sports programs for youth

CRIME PREVENTION

Special Crime Prevention Web Page: Tips to safeguard person and property.
Scheduled crime prevention surveys: Residential or business
Neighborhood Watch: Neighbors watch for criminals and safeguard property and residents.
HEAT (Auto Theft): Registering cars to help end auto theft (HEAT)
McGruff (Crime Fighting Dog): Substations schedule Crime Prevention presentations for children.
National Night Out: Annual "Night Out Against Crime," the first Tuesday in August each year

PROGRAMS TO ASSIST CRIME VICTIMS:

Victim Advocacy Program: Counselors work with victims of violent crimes.
Family Assistance Crisis Teams (FACT) Civilian volunteers counsel victims of family violence.
SAFE Family Program: On-line directory of services and resources for victims of violent crimes
Crisis Response Teams (CRT) Teams work with victims and perpetrators to diffuse family violence. .
VINE Program: Notifies victims of domestic violence when assailant is released from custody.

HELP THE POLICE SOLVE CRIMES:

SAPD Most Wanted: Most Wanted felons with current warrants
Crime Stoppers: Anonymous reporting of criminals or wanted persons ; Rewards available up to \$5000.
Missing Persons: Printable posters of missing children and adults
SAPD Cold Cases: Web page with details of unsolved homicides and other major cases
SCAM-NET: Information on current scams; photos of wanted con artists
Business Against Crime: BATNET: Information on current crimes against businesses; photos of wanted forgers, robbers, and other criminals

The TRU unit was deployed in January of 2007. It operates 7 days a week from 6:00 pm to 2:00 am. TRU teams are able to move rapidly from area to area in order to address emerging crime issues. The unit targets areas of the City that have concentrations of violent crimes, drug activity and gang activity. It relies on data and intelligence concerning criminal activities gathered from reports, from officers in the field, and from residents of troubled neighborhoods. TRU teams then focus on a Target Area, saturating it with police officers, conducting interviews with persons in the area, and arresting criminals. TRU has been deemed to be successful, even though performance measurement has been a challenge. Measurement difficulties are noted in an article from the San Antonio Express News.

<http://www.mysanantonio.com/news/metro/stories/MYSA030908.20A.TRUSidebar.388c256.html>):

When San Antonio's crime numbers dropped in 2006, City officials said it proved that a new Tactical Response Unit was working wonders. But by the first half of 2007, the number of robberies, assaults and other violent crimes in San Antonio jumped 4

Figure 9-6: Incidence of Type I plus Type II Crime

Incidence of Type I Plus Type II Crime

San Antonio East Precinct

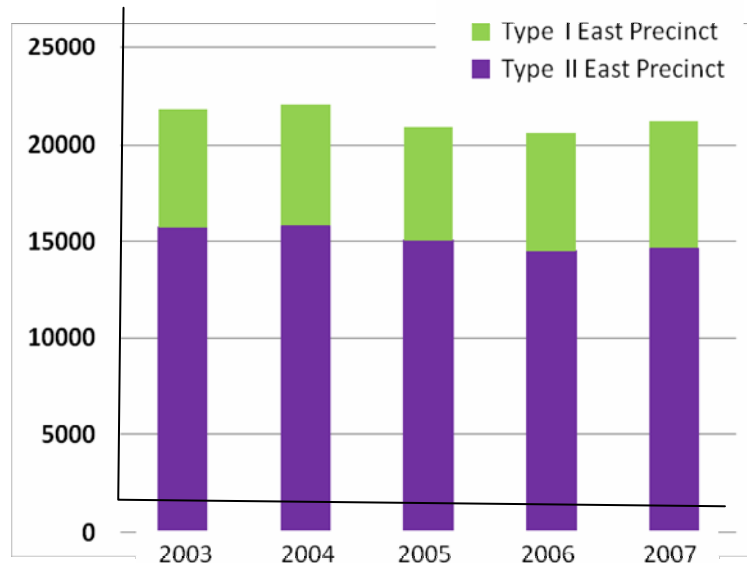
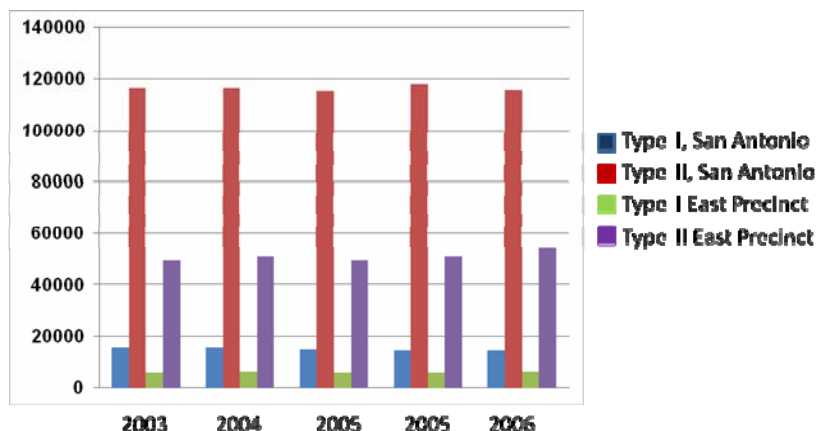


Figure 9-7: Incidence of Crime in San Antonio

Incidence of Crime

San Antonio and the Southern Precinct



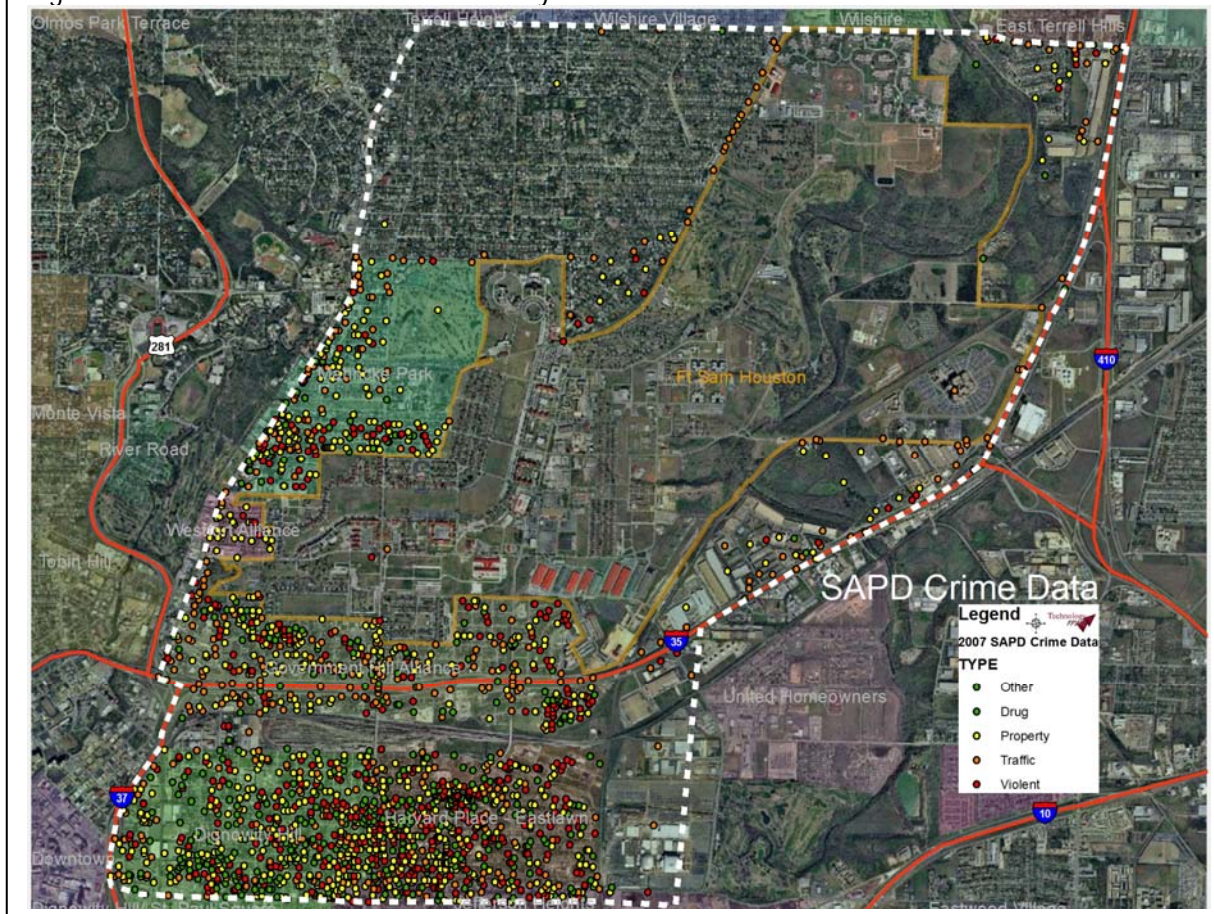
TYPE 1 CRIMES: Homicide, Forcible Rape, Robbery, Assault (Aggravated, plus Simple), Burglary, Larceny (and Burglary Vehicle), and Vehicle Theft.

TYPE 2 CRIMES: Stalking, Forgery, Fraud, Criminal Mischief (and Graffiti), Weapons Offenses, Prostitution, Sexual Assaults (not included in Part 1 Forcible Rape), Lewdness, Narcotics, Gambling, Family Offenses, Liquor Violations, Drunk, Disorderly Conduct, Kidnapping, Criminal Trespass, and Unauthorized Use of Motor Vehicle.

percent, according to preliminary figures published by the FBI. During the same period, the average crime rate declined nationally. In response to inquiries, the department indicated that TRU is successful, but measuring success is difficult. To gauge the effectiveness of similar police units, researchers focus on the specific neighborhoods where officers have made arrests. It's a complicated task, but results are that most types of crimes — but not all — have been reduced in the patrol districts where TRU has operated.

Crime Statistics show that incidence of crime has been relatively steady over the past several years, both in the City of San Antonio and in the precinct south of Fort Sam Houston. Data also show that incidence of crime is relatively high in the neighborhoods south of the post.

Figure 9-8: SAPD Crime Data for GMP Study Area



9.5.1 BRAC IMPACTS

The study team could find no evidence of any unusual involvement by military personnel as perpetrators or victims of crime. While there have been some reports of higher levels of violent crime among returning veterans, an analysis by Robert Bateman of the committee of concerned journalists found quite the opposite: their involvement in such crime was “astonishingly low.”

In the absence of hard data on service personnel involvement in crime, the study team asked each of the police precincts around Fort Sam Houston the extent to which military personnel have been involved in crime in their neighborhoods. The response was that they observed no discernable trends. A similar inquiry of the Sheriff's Department indicated that there had been no increase in military crime on the Bexar County court dockets.

9.5.2 NEED FOR ACTION

A central thesis of this Growth Management Plan is a need to create an Excellence Environment in the neighborhoods around Fort Sam Houston. The City of San Antonio and Fort Sam Houston must work together in a partnership to achieve such a goal, and that partnership must also agree to pursue a Significant Comprehensive Intervention Program. One aspect of such an intervention program must be to improve both the perception and the reality of public safety in the Fort Sam neighborhoods. Appendix A to the GMP provides a framework level Public Safety Action Plan for achieving a dramatic improvement in public safety. Elements of the Action Plan are:

1. Immediate action to address traffic and speeding in neighborhoods;
2. Increased police presence in Fort Sam neighborhoods;
3. Increased cooperation and a more intensive police interface
 - Among police and security forces
 - With business and commercial enterprises
 - With the community
 - With others involved in the Significant Comprehensive Intervention Program;
4. Increased Youth Intervention;
5. Officers living in Fort Sam neighborhoods.

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